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1968

STATE DOCUMENTS

APPLICATION FOR FEDERAL ASSISTANCE UNDER
THE URBAN PLANNING PROGRAM

Authorized by Section 701 of the
Housing Act of 1954 as amended

Department of Housing and Urban Development

by the

Montana Department of Planning and Economic Development
Capitol Post Office
Helena, Montana 59601

February 19, 1968



TIM BABCOCK
GOVERNOR

State of Montana
Office of The Governor
Helena
59601

February 26, 1968

Mr. John R. Merrill, Planning Branch
Northwest Area Office
Department of Housing and Urban Development
450 Federal Office Building
Seattle, Washington 98104

Dear Mr. Merrill:

Transmitted herewith are binders as required for an application for urban planning assistance funds for a comprehensive planning program for Montana. This application covers a request for funding for the first 12 months of an anticipated 84-month planning program. The remainder of the planning program will be the subject of subsequent applications.

On January 24, 1968, a pre-application conference was held in Helena to discuss the entire planning program and some specific applications that we have already sent in or will send in soon. We anticipate that there will be some constructive suggestions by your office which will lead to inclusion of additional information and refinements in the application. We are confident that such suggestions will be handled with dispatch and that final agreement can be reached so the work outlined in this application can get under way soon.

Documentation which accompanies this application explains the framework, purposes and methods to be used in the preparation of the state comprehensive planning process. It is my expectation that the reports, recommendations and continuing work produced by the overall planning program and specific elements contained therein will be a positive tool in assisting this office, the legislature and the entire state and local government structure in vastly improving services to citizens of Montana and in solving problems which arise because of growth and change.

John E. Merrill

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February 26, 1968

Your favorable consideration of this application is requested. Feel free to call on anyone in state government, in Montana that may be of assistance in expediting this application. You are assured of my personal interest in seeing a successful, comprehensive state planning program accomplished in Montana.

Sincerely yours,



Tim Babcock, Governor

A G R E E M E N T

THIS AGREEMENT made and entered into this 26th day of February, 1968, by and between the STATE OF MONTANA, by and through its DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT, with its offices at Helena, Montana, and its WATER RESOURCES BOARD with its offices at Helena, Montana, hereinafter called the "Sponsoring Agencies" and the UNIVERSITY OF MONTANA, by and through its BUREAU OF BUSINESS AND ECONOMIC RESEARCH, hereinafter called "Contractor".

WHEREAS, the Sponsoring Agencies, being desirous of conducting an economic base study of the state in order to obtain certain information and data with regard to its economics and resources; and

WHEREAS, the Contractor has submitted to the Sponsoring Agencies a Research Proposal entitled "The Montana Economic Base Study," a copy of which is hereto annexed, hereby referred to and by this reference made a part hereof; and

WHEREAS, thereafter, the Sponsoring Agencies decided to proceed with an economic base study as proposed to be conducted by Contractor in its said research proposal at a maximum cost of two hundred fifty-nine thousand and seven hundred and seventy-six dollars and no cents (\$259,776.00) which is to be paid in part by the Federal Department of Housing and Urban Development pursuant to Section 701 of the Housing Act of 1954, as amended, and the remainder thereof to be paid by the contracting parties in matching funds as is more fully set forth in said Research Proposal and said study and report is to be prepared in accordance with said Research Proposal, and this Agreement, both of which said documents constitute

the contract documents and both of which are binding upon each of the parties hereto.

NOW, THEREFORE, in consideration of the premises and the payments to be made hereunder, and the mutual covenants and conditions hereof, the parties hereto agree as follows:

1. CONTRACT DOCUMENTS: The parties hereto are bound by the contract documents referred to in the preamble of this Agreement and they, and each of them have studied the same and are thoroughly familiar therewith.

2. OBJECTIVES: The objectives to be achieved are the preparation and presentation of an economic base study which will describe and analyze the state and areas within the state in terms of its economic activity and resources and to prepare a report thereof which will serve as a basis for economic forecasts and future economic studies.

3. COMPONENTS OF THE PROJECT: The essential components of the project are as outlined in the Research Proposal attached hereto.

4. PERFORMANCE: In conformance with the research proposal and this Agreement Contractor will perform, as an economic consultant, the project as therein outlined, and the Sponsoring Agencies do hereby employ, engage and hire Contractor for that purpose. Contractor will at all times faithfully, industriously, and diligently and to the best of its ability, experience and talents perform without undo delay all of the duties that may be required of it by the research proposal and this Agreement. Contractor will perform the study and deliver, in writing, its report thereof within three years from the date hereof.

The written report is the ultimate and desired result of the study and Contractor has three years from the date hereof to complete all of its duties in regard to the study and to the present said written report. At least one hundred (100) copies thereof will be delivered by Contractor to each of the Sponsoring Agencies, a total of two hundred (200) copies, without additional charge. Additional copies may be obtained by the Sponsoring Agencies from Contractor at a mutually agreeable price. Contractor will furnish each Sponsoring Agency each month a written progress report which will give to the Sponsoring Agencies a reasonable idea of the work in progress, what has been accomplished, and the course the study is following. The project director shall meet with the Sponsoring Agencies at least once every six months during the term hereof to personally advise said Sponsoring Agencies concerning the status of the work. In addition, when in the normal course of completion of performance of this agreement any given unit of said performance has been completed by Contractor which unit contains any statistical data, said statistical data shall promptly be made available to the Sponsoring Agencies or either of them upon written request of the director or directors of said Sponsoring Agency or Agencies and the availability thereof shall be in no way dependent upon completion of the entire project or total performance of this contract.

5. PAYMENT: The Sponsoring Agencies, in consideration of Contractor's performance of the project as herein referred to, will pay and Contractor agrees to accept from the Sponsoring Agencies, in full payment for Contractor's services hereunder, or costs expended, the sum of forty-four thousand, six hundred and seventy-six dollars and no cents (\$44,676.00) payable as follows:

(a) Ten percent of the total obligation of the Sponsoring Agencies shall be withheld and retained by said Agencies until final completion and acceptance by said Agencies of Contractor's work herein agreed to be performed and furnished.

(b) Ninety percent of the total obligation of the Sponsoring Agencies shall be paid in four equal quarterly installments upon receipt and approval by the directors of the Sponsoring Agencies of a quarterly progress report for each of the said quarters prepared by Contractor and certified by the project director as being true and correct. Said progress report shall be in addition to the above required monthly report and shall include an estimate of the percentage of the total amount of work to be performed hereunder which has actually been completed to the date of the report, together with a memorandum generally outlining the work which has been performed during the period of the report, and up to the date thereof. Contractor agrees to furnish from time to time more specific or detailed reports covering its work upon reasonable request of the Director of either of the Sponsoring Agencies. The purpose of said progress report is to determine that the amount to be paid to Contractor quarterly is reasonably related to the work which has been performed by it.

(c) The total amount to be paid Contractor under this contract shall be forty-four thousand, six hundred and seventy-six dollars and no cents (\$44,676.00), said amount to consist of twenty-three thousand, nine hundred and seventy-six dollars and no cents (\$23,976.00) to be paid by the Department of Planning and Economic Development and twenty thousand, seven hundred dollars and no cents (\$20,700.00) to be paid by the Water

Resources Board. No additional compensation or payment whatever will be made by the Sponsoring Agencies to Contractor unless and until a supplemental agreement has been made and entered into by and between the Sponsoring Agencies and Contractor, in writing, and Contractor has performed all work required of it under the terms of such supplemental agreement. No officer or employee of the Sponsoring Agencies is authorized to incur any additional obligation on the part of the Sponsoring Agencies other than is herein set forth it being understood that the Sponsoring Agencies can only be obligated by a motion to that effect made at a regular or special meeting of the Sponsoring Agencies, and thereafter evidenced by a supplemental agreement entered into between the Sponsoring Agencies and Contractor.

(d) The Sponsoring Agencies may withhold all or a part of any certificate for payment submitted by Contractor if the Sponsoring Agencies have reasonable grounds to believe:

1. That the Sponsoring Agencies would suffer loss on account of inaccuracies or deficiencies in the certificate.
2. That the work reflected therein has not been performed satisfactorily.
3. That said work set forth therein has been unduly delayed.
4. That Contractor is not performing the obligations and duties set forth under this agreement.

Said Sponsoring Agencies shall forthwith notify Contractor of any such retentions and the grounds therefor. When such grounds have been removed, the payment shall be forthcoming.

(e) Decisions as to acceptance by the Sponsoring Agencies of Contractor's work and final payment to Contractor shall be made within thirty (30) days after receipt of final reports.

6. DISPOSITION OF FUNDS: All funds received by the Sponsoring Agencies or paid to said Agencies, the Treasurer of the State of Montana or any other depository by the Federal Department of Housing and Urban Development pursuant to Section 701 of the Housing Act of 1954, as amended, which funds in any way relate to or are to be consideration for performance of this contract by Contractor, and all funds to be paid by Sponsoring Agencies in accordance with the terms herein above set forth shall be paid thereby or ordered paid thereby from whatever depository in which said funds have been deposited, within thirty (30) days of the receipt thereof by said Sponsoring Agencies, or said depository or depositories to the University of Montana Foundation, to be deposited thereby in a numbered and separately designated and administered account for and on behalf of Contractor and to be paid to and dispersed by or on the order of Contractor in a manner and to an extent consistent with the terms and conditions under which said funds were received.

7. CONTRIBUTION BY CONTRACTOR: The Contractor agrees to provide the value of twenty seven thousand, eight hundred and ten dollars and no cents (\$27,810.00) in services to the project and that the total amount of the Contractor's share of the project costs shall not exceed the maximum sum of twenty seven thousand, eight hundred and ten dollars and no cents (\$27,810.00).

8. PERSONNEL: The Contractor represents that he has, or will secure at his own expense, all personnel required in performing the services

hereunder. Said services will be performed by the Bureau of Business and Economic Research, University of Montana, under the supervision and direction of a project director. Contractor agrees not to sub-contract any of the work or services to be performed hereunder without the prior written approval of the Sponsoring Agencies.

9. ACCESS TO WORK: Sponsoring Agencies and their representatives shall at all times have reasonable access to the work wherever it is in preparation or progress.

10. CONTRACTOR'S OR SPONSORING AGENCIES' RIGHT TO TERMINATE CONTRACT:

If Contractor should persistently or repeatedly refuse or fail to supply enough properly skilled personnel or proper material or otherwise be guilty of a substantial violation of any provision of the contract document or this Agreement then the Sponsoring Agencies may, without prejudice to any other right or remedy and after giving Contractor seven (7) days written notice, terminate the employment of Contractor and take possession of all of its work and material accomplished in pursuance hereof and finish the work by whatever method they may deem expedient. In such case Contractor shall not be entitled to receive any further payment until the work is finished. If the unpaid balance of the contract price shall exceed the expense of finishing the work to the satisfaction of the Sponsoring Agencies such excess shall be paid to Contractor. If such expense shall exceed such unpaid balance Contractor shall pay the difference to the Sponsoring Agencies. If the Sponsoring Agencies should unreasonably, persistently or repeatedly refuse or fail to perform any of their obligations under this agreement or otherwise be guilty of a substantial or material breach or violation of any provision of the contract document or this agreement, then the Contractor may, without prejudice to any other right or remedy and after giving Sponsoring Agencies seven (7) days written notice, terminate said contract and agreement, refrain or take possession

of all of its work and material accomplished in pursuance hereof and wherever situated, and bring suit for any damages incurred by Contractor as a result of said breach or violation by Sponsoring Agencies.

11. DELAYS AND EXTENSIONS OF TIME: If Contractor be delayed at any time in the progress of the work by causes beyond Contractor's control or any cause which the Sponsoring Agencies shall decide justifies a delay then the time of completion may, upon application by Contractor, be extended for such reasonable time as the Sponsoring Agencies may decide. However, no such delay or extension of time is authorized unless application therefor be made by Contractor and the same be set forth in writing, signed by the Sponsoring Agencies and Contractor.

12. TERMINATION RIGHT UPON DEFAULT: If Contractor refuses or fails to prosecute the work with such diligence as will insure its completion within the time specified herein or any extension thereof, or fails to complete the work within such time, or if Contractor shall fail to comply with any of the terms and requirements hereof, the Sponsoring Agencies may, in addition to any other remedies it may have under the law, notify Contractor of such defects by written notice, and Contractor shall have thirty (30) days in which to correct such defects. In the event said defect is not corrected, the Sponsoring Agencies shall then have the right to terminate this contract. Should the Sponsoring Agencies refuse or fail to perform within the times herein specified or any extension thereof, or fail to comply with any of the terms or requirements hereof, then the Contractor may, in addition to any other remedies it may have under law or equity, notify the Sponsoring Agencies of such defects by written notice, and Sponsoring Agencies shall have thirty (30) days in which to correct such defects. In the event such defects are not corrected the Contractor shall have the right to terminate this contract.

13. CUMULATIVE REMEDIES: The remedies in case of default of either party to this agreement are cumulative, and the reference to a specific remedy herein shall in no way be construed to mean that the non-breaching or injured party or parties shall not have all remedies accorded under the law to be exercised at the option of said non-breaching or injured party or parties.

14. CHANGES IN SCOPE OF WORK: The Sponsoring Agencies may, from time to time, request changes in the scope of the services of the Contractor to be performed hereunder. Such changes, including any increase or decrease in the amount of Contractor's compensation, which are mutually agreed upon between the Sponsoring Agencies and the Contractor, shall be incorporated in this Agreement only by written agreements supplemental hereto.

15. NON-DISCRIMINATION: There shall be no discrimination against any employee who is employed in the work covered by this Agreement, or against any application for such employment because of race, religion, color, or national origin. This provision shall include, but not be limited to the following: employment, upgrading, demotion or transfer; recruitment or recruitment advertisings; lay-off or termination; rates of pay or other forms of compensation; and selection for training including apprenticeship. The Contractor shall insert a similar provision in all sub-contracts for services covered by this Agreement.

16. PERSONAL INTEREST OF MEMBERS OF SPONSORING AGENCIES AND OTHERS FORBIDDEN: No officer, member or employee of the Sponsoring Agencies and no member of their governing bodies, shall participate in any decision relating to this Agreement which affects his personal interest or the interest of any corporation, partnership, or association in which he is directly or indirectly interested; or shall any such officer, member or employee of

the Sponsoring Agencies have any interest, direct or indirect, in this Agreement or the payments made hereunder.

17. ASSIGNABILITY: The Contractor shall not assign any interest in this Agreement, and shall not transfer any interest in the same by any method whatsoever, without the prior written consent of the Sponsoring Agencies; provided, however, that claims for money due to or to become due the Contractor from the Sponsoring Agencies under this Agreement may be assigned to a bank, trust company, or other financial institution without such approval. Notice of any such assignment or transfer shall be furnished promptly to the Sponsoring Agencies.

18. INTEREST OF CONTRACTOR: The Contractor covenants that he presently has no interest and shall not acquire any interest, direct or indirect which could conflict in any manner or degree with the performance with his services hereunder. The Contractor further covenants that in the performance of this Agreement no person having any such interest shall be employed by it.

19. OFFICIALS NOT TO BENEFIT: No members of or delegate to the Congress of the United States of America and no resident commissioner shall be admitted to any share or part hereof or to any benefit to arise herefrom.

20. IDENTIFICATION OF DOCUMENTS: All reports, maps and other documents completed as a part of this Agreement, other than documents prepared exclusively for internal use within the Sponsoring Agencies, shall carry the following notations:

"Project No. Montana_____. Prepared under agreement for the Montana State Department of Planning and Economic Development, Montana State Water Resources Board and the University of Montana. The preparation of this map (or document, etc.) was financed in part through the Urban Planning Grant from the Department of Housing and Urban Development, under the provisions

of Section 701 of the Housing Act of 1954, as Amended.

21. COPYRIGHT: No reports, maps or other documents produced in whole or in part under this Agreement shall be the subject of an application for copyright by or on behalf of the Contractor.

22. NOTICES: When notice is required by the terms hereof to be given to either party, the same shall be deemed to have been given when deposited in the United States mail, postage prepaid, either registered or certified, return receipt requested and directed to said parties at the following address:

SPONSORING AGENCIES: 1. Montana State Department of Planning and Economic Development, Capitol Post Office, Helena, Montana 59601.
2. Montana State Water Resources Board, Capitol Post Office, Helena, Montana 59601.

CONTRACTOR: Bureau of Business and Economic Research, University of Montana, Missoula, Montana 59801.

Said notice shall be effective from the date of mailing.

23. CONTRACTOR'S PERFORMANCE CONDITIONED ON RECEIPT OF MATCHING FUNDS FOR FULL PERIOD OF CONTRACT: Performance of this contract by Contractor is conditioned upon receipt of matching funds from Sponsoring Agencies and funds to be provided by the Federal Department of Housing and Urban Development in the manner and to the extent provided in the attached research proposal which has been incorporated herein by reference for the full two year period required to complete performance hereof.

IN WITNESS WHEREOF, the parties hereto have set their hands and seals
the date and year in this instrument first above written.

MONTANA STATE DEPARTMENT OF PLANNING AND
ECONOMIC DEVELOPMENT

By _____
Director

MONTANA STATE WATER RESOURCES BOARD

By _____
Director

UNIVERSITY OF MONTANA FOUNDATION

By _____
President

APPROVED AS TO LEGAL FORM AND ADEQUACY:

Counsel, State Department of Planning and
Economic Development

Dated _____

Counsel, State Water Resources Board

Dated _____

Counsel, University of Montana

Dated _____

Introduction

This application, from the Department of Planning and Economic Development, requests financial assistance from the Department of Housing and Urban Development in conducting an economic base study for the state of Montana, as one of the first steps in initiating comprehensive planning in the state. The study will be under the direction of the Bureau of Business and Economic Research, University of Montana.

The application is a result of work done under a HUD pre-planning grant to the Department of Planning and Economic Development, subcontracted to the Bureau of Business and Economic Research. An outline of the overall Montana Planning Study Design follows this Introduction. Details for some of the later phases of the Planning Study Design are not yet complete; the Bureau of Business and Economic Research anticipates that the entire Planning Study Design will be finished in the near future.

The initial steps of the design have been carefully worked out and are described in the pages which follow. Parts I and II of the Design, The Planning Process and Implementing the Planning Process in Montana are completed and are incorporated in this application.

Part III, the Statewide Information System and Part IV A, the Economic Base Study are closely related. The Statewide Information System, a division of the Department of Planning and Economic Development, is currently being organized with the assistance of the Bureau of Business and Economic Research. No federal funds are requested for establishing this System. Plans for the Economic Base Study, which incorporates a Survey Research Organization vital both to the study and the Information

System, have been thoroughly developed. Federal assistance from HUD is requested for this important step in state comprehensive planning for Montana.

It is urgent that the Information System, the Survey Research Organization, and the Economic Base Study be developed as soon as possible, since they will establish a part of the structure and provide much of the necessary information both for later phases of the Planning Design Study and for the early stages of planning activity in Montana.

DESCRIPTION OF OVERALL PROGRAM

This application requests federal assistance in conducting an economic base study for the State of Montana, as one of the first steps in initiating comprehensive planning in the state. Following is a summary of the overall Montana Planning Study Design:

I. The Planning Process (Completed)

- A. Introduction
- B. Planning as a concept
- C. Planning--a definition
- D. Planning--an opportunity for Montana
- E. Operational elements of the Montana planning program

II. Organization for implementing the Planning Process in Montana (Completed)

- A. Introduction
- B. Organization for planning at the state level
- C. Organization for planning at the local level

III. Programs and Activities for Implementing Planning

A. State Planning Implementation Program

- 1. Goal determination process
 - a. Economic
 - b. Social
 - c. Physical (environmental)
 - d. Institutional
- 2. Plan preparation process
 - a. Review of existing functional plans and planning
 - b. Determination of Agency program interrelationships
 - c. Data system requirements determination
 - d. Policy decision mechanism analysis and review
- 3. Budgeting process
 - a. Review and analysis of existing budgeting
 - b. Long-range budgeting
 - c. Short-range budgeting
 - d. PPB system introduction

IV. Statewide Information System (In Process)

V. Statewide Research and Information Development Program

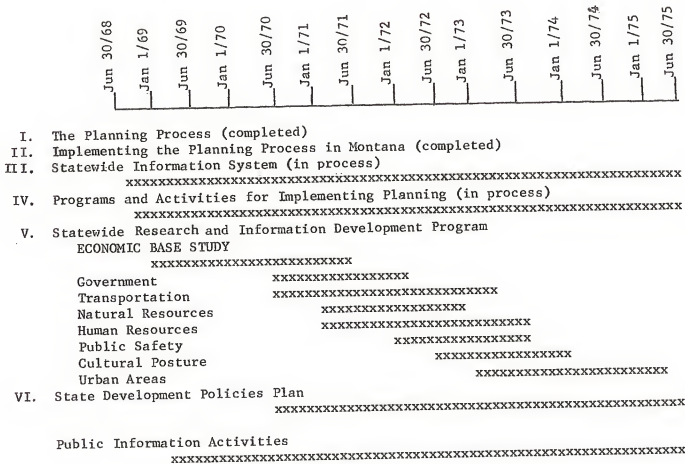
- A. ECONOMIC BASE STUDY
- B. Government
- C. Comprehensive transportation planning and development
- D. Natural resource use and the quality of the environment
- E. Human resource development
 - 1. Education
 - 2. Health facilities and services
 - 3. Social needs and resources

- F. Public safety
- G. Cultural posture of the state
- H. Economic, social, and physical environment of urban areas

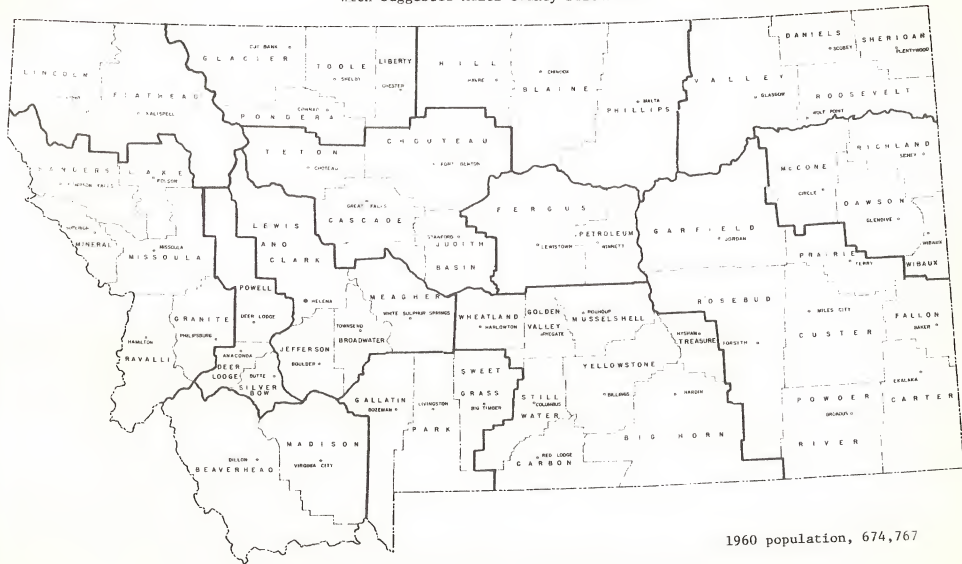
VI. State Development Policies Plan, including Design of Continuous Planning Program

- A. Situation reports
- B. Outlook reports
- C. Annual progress reports
- D. Special studies and maintenance of data, information and research program

ANTICIPATED TIME SCHEDULES FOR THE MONTANA PLANNING STUDY



PLANNING AREA
STATE OF MONTANA
With Suggested Multi-County Districts



1960 population, 674,767

Note on Multi-County Planning Districts: Districts outlined on the preceding map have been suggested to the Governor. He will take action as he deems appropriate. There will be a conference with state and federal agencies to consider the appropriateness of the district boundaries.

Section I

THE PLANNING PROCESS

Introduction

Developments in science and technology in the United States have given the people of this nation many capabilities to do many things. One of the paramount results of application of science and technology is the great physical change now taking place and to take place in the future. Everyone is well aware of our ability to move mountains, densely inhabit areas of the earth, rely on others to produce food, clothing and shelter, pollute air, land and water, dam up and divert great rivers, modify weather and many other things. Our ability to do these things is a result of the application of our scientific and technological prowess. Furthermore, the rate at which we are able to do these things and more things of the same nature more efficiently is itself increasing at a rapid pace. Science and technology have released the people of the United States and the rest of the world from the physical restraints which at one time fixed political, social and economic events within rather narrow limits. Science and technology, by removing physical restraints, affect the rest of the world in a very rapid and significant way. Science and technology have changed the set of causes and consequences that exist now as opposed to when they did not exist and were not applied.

Very rapid physical change made possible by science and technology poses a challenge to us that we cannot ignore if society is to remain viable. The present challenge to us of science and technology is that man can do anything he wants. If man can do anything he wants then the question must be "What should we do?" or "What end do we really want?"

The task posed is twofold. First, is to define and identify those problems that can and should be dealt with publicly through government and at what level of government. Second, bring the differential capacities of the parts of society to bear on the problems to be dealt with publicly. In our society it is the responsibility of the public itself to define and identify the problems that can and should be dealt with publicly. Also, it is the responsibility of the public to solve those problems with which it chooses to concern itself. But the definition, identification and solution of problems of society by the public is itself a problem. This is the problem to which planning addresses itself.

Planning As a Concept

Planning, not too many years ago, was an unpopular concept in the view of many people. It was equated with authoritarianism, regimentation and other threats to a free society. This was perhaps because planning was associated with the highly advertised efforts of communist countries to accomplish economic and political objectives through governmentally imposed regimentation of the economic, social, human and physical resources subject to their control. In that context planning concerns itself with intervention in economic and social affairs by a central government. Planning in private and government affairs in the United States, however, means something quite different. In the sense which we as individuals use "planning," it is synonymous with "coordination," "foresight," and concern with the future. In the context of government we use the term planning to refer to a broadly defined type of administrative activity--activity that concerns itself with proposals for the future, with the evaluation of alternative proposals, and with the methods by which these proposals may be achieved democratically.

Planning is becoming institutionalized in the United States to the extent that almost every state and a large number of localities have given legal status to the concept. There is disagreement among planners and students of public affairs as to what planning is and what it might become as an institutionalized process in the United States. Certainly the recent emphasis placed on planning by the federal government through grants-in-aid to states and localities for planning purposes is a great impetus to its institutionalization.

The issues regarding the role of planning range from the idea that the planning process should have considerable authority in the governmental process as almost a fourth branch of government to simply a collaboration with the inevitable consequences of change where there is virtually no status and authority for planning within government. The application of planning in the several states of the United States will probably range from one extreme to the other with the most widely applied role of planning resting somewhere in the middle.

Planning--A Definition

One of the techniques to define statewide planning practice and thought would be to trace their history and evolution. This would be difficult and impractical for the purposes of this report because it would carry the discussion beyond the purposes of the report. Another way of defining planning is to provide a rather formal statement of planning as it is being developed and applied in the other states. Since we are concerned with comprehensive statewide planning the definition will refer to the state. However, the essence of the definition will apply whether it refers to the nation, states, or localities.

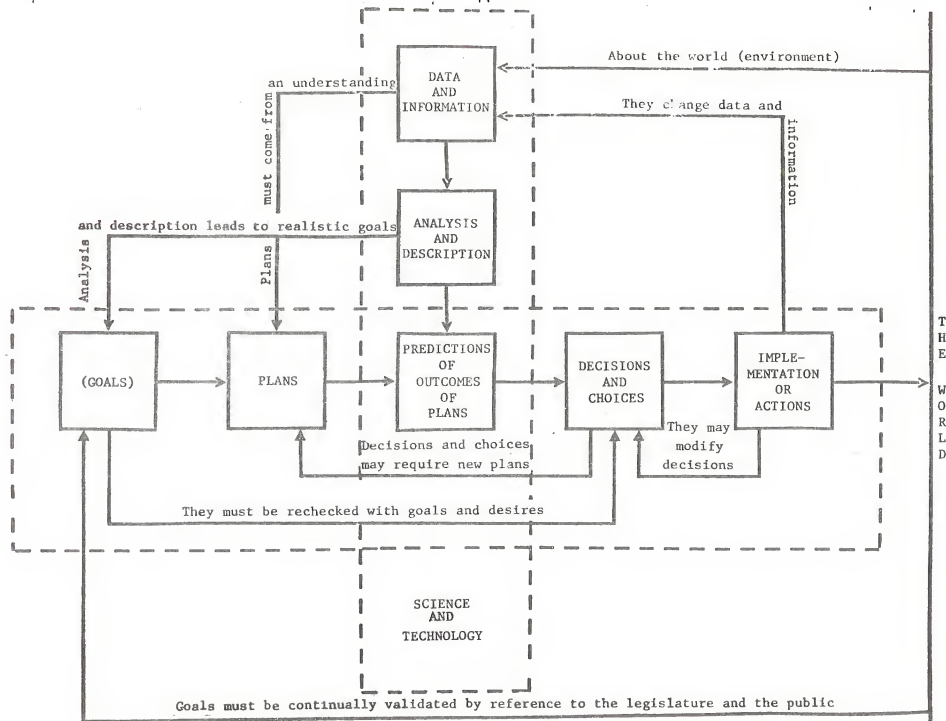
Comprehensive statewide planning is a process of systematically preparing recommendations in advance of coming events for policies and courses of action to achieve accepted goals in the public life of the state.

In this definition are some key phrases the understanding of which will provide some substance and meaning to the definition. One of the first key phrases is "planning is a process" which denotes an ongoing continuing effort or activity. In fact the whole tenor of the definition depicts a continuous process, not some static one-shot drawing of a blueprint. In order to perhaps more clearly identify a planning process the following chart is presented with a discussion of the sequential steps or actions that must be taken to establish "a planning process."

The controlling factor in the planning process is the establishment of goals for the particular activity of concern. The question posed earlier of "What should we do?" or "What end do we really want?" is necessary for goal articulation and establishment because the answer(s) is what determines the goals of society. The questions and the answers may apply to areas such as conservation, manpower training, transportation, housing, land use, health and welfare, and all other concerns of government today.

Having identified, at least in a general way, the goals of society in an area for which plans are being made, the next step in the planning process is the preparation of plans or several alternative plans for guiding actions to carry out the intentions of the goals. These plans include drawings, blueprints, courses of action, legal changes, personnel requirements, budgets, etc., specifying the "route to follow" from the existing situation to the situation specified by the desired goal.

Closely associated with the preparation of plans is the process of predicting the consequences of the alternative plans with special attention to probable side effects and by-products. Also, the consequences of pursuing unplanned development must be predicted because unplanned development is an alternative also.



THE PLANNING PROCESS

After comparisons are made of the consequences of alternatives, including the alternative of unplanned development, the decision maker or decision-making body can consider the alternatives in light of the original goals and can choose courses of action. This process might include a revision of original goals or new efforts at designing alternative plans.

Once the decisions have been made, the next step in the planning process is implementation which is a series of activities that when taken together comprise planned development. This part of the planning process is especially important because it involves federal, state and local agencies and people with differing orientations, special interests and knowledge. They must gain an understanding of the broader implications and an overview of the role played by their special interest, orientation, and knowledge. They must have an overall view and understanding which is gained through their own involvement in the other phases of the planning process. The agencies and people who are directly involved in the actions required for implementing a plan must possess the same information as those formulating plans to achieve goals. If they do not possess the same information how could they be expected to act in the ways specified without resistance?

Data and description of the world form a part of the understanding of the total environment. Data and description must, in addition to being available to planners (those formulating alternative plans, etc.), be accessible to everyone and possessed by everyone directly affected by the actions specified in the plan for future development. There must be clear and complete definition and understanding of the elements of the system which plans are intended to affect.

Comprehensive statewide planning as a phrase in the definition is conceived around the notion that there is a state--as an entity--responsibility for realistically evaluating and assisting state agencies and local governments in pursuing their own very important functions. These related functions must be pursued within the framework of what the entire state ought to be aiming for and how it should move to hit those targets. The comprehensive statewide planning process will assist state government executive officials and the legislature in doing two things: it will be a framework within which a unified set of state development goals will be developed to provide a guiding philosophy for everything the state chooses to do; and it will provide a framework that will ensure the careful and coordinated preparation of agency plans and programs needed to move the state, as an entity, toward the realization of its goals.

Planning--An Opportunity for Montana

The planning process, in the sense of rationally defining goals and predicting in advance the effect of actions to achieve such goals, has been utilized to varying degrees in Montana state government in carrying out its many functions. Montana, however, faces some unique problems and opportunities which require an expansion of thinking and more comprehensive planning. There are many problems associated with growth and change such as traffic congestion, air, water, and land pollution, unemployment, mental health, taxation, etc., which are very familiar to everyone. In Montana, however, there are also great opportunities. Montana is in a stage of growth and development already passed through many years ago by New York, California, Illinois and others. We have the opportunity to view the results of unplanned, unguided growth. We have the opportunity to make provision for anticipation and predictions of problems of growth and prepare for the future requirements imposed on state

The second element of the planning process is goal definition, articulation, and adoption. One of the most important activities of planning is determining goals. Goals can be defined as the preferred patterns of ultimate actions of human beings. The whole of government activity and of private organizations in one way or another prescribes patterns of behavior of human beings. In government however, there is a traditional distinction between the setting and implementation of goals. This distinction is supposed to provide a basis for a division of responsibility between the legislature and the chief executive. As a practical matter, however, the chief executive is intimately involved in the process of goal definition, articulation, and adoption. The Governor has the responsibility of formulating programs for submission to the legislature. He must translate into action the broad policy decisions set into law by the legislature. In doing so, he is involved in the definition, articulation and adoption processes. Broad goals, once validated by the legislature, do not remain constant. The goals are constantly changing and revalidated. The validation process in governmental planning is more than simply legislative enactment.

Legislative directives are usually given to an agency or to the chief executive. Before plans for ultimate actions can be formulated, the agency goal must be broken down into sub-goals and these in turn assigned to various parts of the agency. If the legislative order is given to the chief executive, he and his advisors must decide what existing agencies should carry out various parts of the project, what new agencies are needed (if any), their nature, who should head them, whether the goal should be broken down into sub-goals or whether the planning for its accomplishment should be entrusted to a single agency. Eventually, a specific group of people will budget, program, and

and local governments by growth. Because of the size of Montana in terms of urbanization and population, and frankly the size of the problems existing in Montana, relative inexpensive preparation can be made to deal with growth problems before they get to the crisis stage as they have in some states. Alternative solutions to growth problems can be carefully considered, without the pressure of a crisis, before decisions are made. Montana is one of the few states remaining with a fairly clean slate. We are not pushed by crises into devising corrective measures to deal with mistakes and omissions of the past. Such a situation is enviable indeed.

Until this time the magnitude and complexity of problems and opportunities have not imposed the necessity of a unified planning and coordination effort. There has been some good intra-departmental planning and efforts at inter-departmental coordination through the agency structure, special committees and task force groups, plus fiscal and budgetary controls. But in order to provide the comprehensive overview of state program activities necessary for effective and rapid response to growth and change there is an additional element required. This element is coordination of the goals of federal, state and local governments and of the related policies and programs designed to achieve these goals. The planning process if appropriately applied will routinize and institutionalize coordination.

Operational Elements of the Montana Planning Program

There are five basic operational elements in the planning process. First, there are those activities which taken together comprise an information system. Information system activities are: (1) data and information gathering; (2) analysis and description of economic, social and physical phenomena; (3) predictions of the outcomes of alternative plans formulated to achieve goals, and

(4) application of science and technology whenever and wherever it can aid and assist in the more thorough understanding of the economic, social and physical environment.

Heretofore, there has been no institutional arrangement for research, data gathering, description, no ongoing research program, and no program of training personnel for continuing analysis of the overall economic, social and physical structure of the state. In this absence of such arrangements and programs, policy decisions, research, analysis and predictions of the future on particular economic, social and environmental questions will perforce continue to rely on outdated sporadic, fitfull and disconnected efforts in the future. To the limited extent that we have fragments of data and limited research efforts in the state we still have no way to piece these together in a coherent framework amenable to analysis and projection. A system of information about the state should be built into the decision-making process rather than be a casual adjunct thereto. What is needed is an information system designed for the continuous metering of the economic, social and physical factors in the state rather than irregular one-shot cross-sectional studies. The state must develop its own forms and institutional arrangements to accomplish this purpose. The information system will have as its objectives the following: (1) to draw up specifications of data needed for and useful in the analysis of economic, social and environmental factors in Montana; (2) to uncover sources of data and to institutionalize the flows of data to scholars and decision makers; (3) to organize these data flows so that they will relate to the analytical frameworks of researchers and to the more direct information needs of public and private decision makers.

execute the day-to-day activities necessary for reaching the assigned goal. The process must not stop there. Goals must be constantly validated. There must be a formal identifiable workable mechanism of goal validation. Goals must be constantly modified by reference up to the legislature and the chief executive and influence down from the legislature and chief executive to the specific planners. This channel of influence on goals is the principal tie between government and the people. Special interest or pressure groups can also influence goals by direct consultation with officials at any point in the channel.

In Montana the process of goal definition, articulation and adoption is not clear. The process defies identification as a unified political and governmental function which is commonly understood by government officials, employees and the public at large. In terms of the goal element of the planning process there are two main areas of concern. First, there are the goals with respect to local and state government organization and operation as a part of the federal system. Second, there are the goals of society as they relate to the economic, social and physical environment.

There have been many criticisms of state and local government, some of which are true and reflect basic areas of weakness in their legal, organizational and fiscal structures. The objective of statewide planning as it relates to government is to revitalize state and local governments and make these levels of government viable parts of the federal system. This goal, as with others, must be redefined, refined and expressed in terms of the state constitution and statutes, administrative organization, personnel policies, and many other matters relating to the effectiveness of state government and its jurisdictions. The achievement of goals that would in fact make it

physically possible for state and local governments to become viable levels of government will not make them viable levels of government in and of itself. Once it becomes possible for state and local governments to effectively respond to the needs of their constituency then they must respond.

The goals of society as they relate to their economic, social and physical environment must be refined and expressed in terms of the day-to-day activities of federal, state and local governments in the areas of conservation, health, education, welfare, transportation, recreation, resource development, and manpower development and training. The objective of planning as it relates to the goals of society is to provide a continuing framework whereby the goals of society can be revised and expressed with a coordinative overview to the day-to-day activities of all levels of government. In other words goals of Montana must be expressed in terms which cut across all departments and levels of government including federal, state and local governments and the private sector.

The third element of the planning process is the development plan. A plan is a tool for keeping track of change in our economic, social, and physical environment, since it establishes a baseline on which change is recorded. A plan is also a framework for modifying actions. It teaches us what the issues are and identifies what needs to be done. A plan for economic, social, and physical development is very similar to a flight plan containing certain critical information about the conditions existing between two points. It, however, must be flexible since adjustments frequently have to be made to account for factors not anticipated when the flight plan was originally filed. As a flight plan contains a baseline of information from which change can be measured so that the ultimate destination can be reached, so also must a development plan be a baseline for keeping track of change so that adjustments can be made to re-aim at the desired ultimate goal.

The state plan for economic, social, and physical development will not be a blueprint for the construction of an edifice. It will not be something to be considered a thing of finished beauty. The state plan will contain several things. The state plan will contain a view of perspective growth that is realistic in terms of the state's resources, prospects, and limitations. It will contain a reliable, consistent, and comprehensive body of information and recommendations about statewide, regional, and national economic, social and physical development trends and problems and potentials. It will contain "feedback" between the development projects of federal, state and local governments and the private sector that will furnish a basis for rationalizing and evaluating federal, state and local development goals. The state plan (as a document or series of documents) will represent thinking, analysis, and judgement at one point in time covering a range of issues. As new facts develop and become known that significantly alter thinking, analysis, and judgement and thereby make themselves felt on policy and program results, these new facts will have to be examined and incorporated as facts of growth and change in the state plan. The state plan will present a set of findings and recommendations regarding the state's own development policies and the relationship between these and the policy decisions made by the federal, state, and local agencies and by the private sector. The recommendations suggested and the alternative courses of action provided in the state plan will be in terms of carefully designed subprograms for major activities of state government including their timing, financing, and appropriate means of guiding and inducing development.

The fourth element of the planning process is the decision and choice mechanism. Some of the most important questions to be answered with respect to each and every activity of state government in Montana are: (1) who decides?;

(2) when does he decide?; (3) what does he decide?; and (4) what is the basis for the decision? This set of questions forms the basis for a decision mechanism that: (1) identifies responsibility; (2) provides for appropriate timing of decisions; (3) isolates the matter to be decided (identifies the question) with awareness of its broader implications; and (4) requires a thorough searching for premises, facts, and alternatives to be considered. One of the often heard allegations levied against the states is that "the states are indecisive." There are many reasons for the truth to this allegation in Montana ranging from the state constitution which widely disperses decision-making authority to a lack of information about the need for decisions, their timing, and their implications. It is the objective of comprehensive planning to identify the decision points for all matters of concern of state government and further, identify the interrelationships of decisions as to responsibility, timing, and the extent of consideration of alternatives. Additionally, it is necessary to know the extent to which decisions, once made, permeate the governmental structure and thereby result in reorientation of day-to-day activities pointed toward implementing decisions.

The fifth element of the planning process is implementation or actions to achieve desired goals. An effective plan is based on the consideration of what people will do and can be induced to do. The question is: "How can a sequence of events be arranged and public and private forces assembled, starting with capital and operational budgets and immediate organizational activities and personnel commitment, that will bring about realization of desired goals?" Isolation of organizations--state agencies from each other and from federal and local governments and the private sector--is a chronic problem in implementing planning goals. This part of the planning process (as suggested above) requires

extensive public participation. Intelligent public participation requires an understanding on the part of the nonofficials and nonprofessionals--an understanding gained through regular rather than chance involvement in criticism and suggestions during the other phases of the planning process. This public participation must begin in the planning process with the recognition of problems and opportunities to goal setting down to decisions about the appropriate alternative to pursue in reaching the goal.

The objectives of the planning process with respect to the implementation element are: (1) to develop alternatives for increasing public participation in the planning process; (2) to develop alternatives for enlisting participation of business and other private organizations in the planning process; (3) to develop a continuous dialogue between the various agencies of state government, local government and the Governor's office to increase the awareness, on the part of the many governmental agencies and the several levels of government, of the parallels of interest as well as the overlapping of functions and to seek ways of organizing the decision mechanism to eliminate isolated decisions; and (4) to analyze and evaluate the state's fiscal capability as it relates to state and local public services currently and in the future to insure widespread knowledge throughout the decision mechanism of what can be done in terms of the state's fiscal capacity.

CHAPTER II

Organization For Implementing The Planning Process In Montana

Introduction

The planning process as described in Chapter I is a rather abstract description of an inductive process. It does, however, provide a framework within which: (1) to identify where we are; (2) to establish where the trends and course of events are leading us; and (3) to determine the influence and impact of changing times on decisions, programs and policies of the federal, state and local governments as well as the private sector. The purpose of this chapter is to define, in a much more practical sense, what state planning should be in Montana, by making it relevant to the current pressing needs of our state and by providing a framework for change that is certain to come in the future.

Among other things, planning should be considered as an information source and research arm for decision makers such as the Governor and the Legislature. It should, through information, service, and research, develop an early warning system for social, economic and environmental crises. Planning should, by assisting the Legislature and the Governor in defining the issues and identifying needs, provide the assistance required in setting and refining goals. It should provide the manpower and skill necessary to place alternative goals in all areas of governmental concern into a coherent framework which will provide a systematic, inter-related, and overall view of federal, state and local governmental programs. This framework should provide decision makers with the overview of government

activity at all levels which is necessary for establishing priorities and eliminating overlapping, duplication and waste. Planning should provide a framework for coordinated decision making throughout the governmental structure by providing uniform, dependable information and research support. Planning should also serve to organize an ongoing analysis and evaluation of the state's fiscal capability as it relates to state and local public services currently and in the future; it should promote widespread knowledge throughout the decision mechanism of what can be realistically done. Planning should also provide an ongoing evaluation of federal grant-in-aid programs which require commitment of state and local fiscal resources and a determination of whether such commitments are consistent with the policy, program and project priorities of the state and its subdivisions.

During 1966 ten federal agencies carried on 97 different social and economic programs in the state of Montana. There are currently about 460 separate federal programs touching virtually every function of government at every level. Considerable dismay has been expressed by governors of both parties and legislators all across the country over the confusing proliferation of programs, bypassing of the state government by federal agencies, distortion of state and local budget priorities to meet federal grant requirements, delays, red tape, and growing federal domination in areas traditionally reserved to the states. This increase in federal activity has raised serious questions regarding the role of the states in the federal system. When commenting on current trends as to the role of the states, Everett Dirksen predicted that in the future, "The only people interested in state boundaries will be Rand-McNally."¹ Federal grant-in-aid program

¹ Cited in Terry Sanford, Storm Over the States, McGraw-Hill Book Company, New York, 1967.

activities are bypassing state government and will continue to do so if fairly rapid and significant measures are not taken. Probably one of the most important reasons for the bypassing of state governments is that many states do not possess the management capabilities necessary for the middle role they are intended to play between the federal government and local governments and the people.

Basic to this discussion of planning are some questions about the role of state government in Montana. For example, how does the State of Montana relate to the federal government, to local government, and to the private sector of society and the economy? What are the basic responsibilities and unique capabilities of each level of government? These questions are quite different now than they were twenty years ago because the activities of government have grown from a fairly narrowly defined group of activities to activities which touch virtually every aspect of human life and society. Thus, the answers are different today and they must be resolved through the political process.

The State has unique legal powers; for example, it provides the legal authority for the very existence of local units of government. The State, by statute and constitution, can determine and control taxing authority of its political subdivisions. The State has very large, although not total, responsibility for defining the relationship between itself and the federal government, itself and local governments and between government at all levels and the private sector. These unique legal powers impose heavy responsibility and tremendous opportunity on the State of Montana for management of the affairs of all government activity within its jurisdiction.

National social and economic policies are applied in the form of projects at and within some local jurisdiction. The direct and indirect effects of these federally-supported projects on local jurisdictions and on private activities may be viewed as additional power and influence over the local economic, social and physical development process. Because of the State's large responsibility for defining intergovernmental relations and the relation between government and the private sector, it has a responsibility to consider the impact on local areas of all federal and state programs; these programs may have more far-reaching effects than can be defined within the limits of the local jurisdictions.

The state government has a vital stake in what happens in all areas, urban and rural, because it provides some funds, facilities and services, and is responsible for health, safety, welfare, education and the well-being of all its inhabitants. Also, the state government must serve the broader interests of the people on issues which are legally, financially, functionally or jurisdictionally beyond the capability of local governmental units.

Local capability is severely limited because of the combination of legal limitations on local authority, limited local financial and technical resources, and geographic restrictions. The demands for services, however, have continued to grow with developments in transportation, population growth, rising standards of living and others. The federal government has responded to these needs by a large number and wide variety of programs. It has been able to respond in part because of the tremendous revenue or fiscal capability of the federal tax system and its distance from pressure groups at the local and state levels.

This federal fiscal domination has already seriously undermined the state-local capacity to govern its citizens. Carrying the trend much further would undoubtedly lead to a national government rather than the federal system which we now have. The states would become administrative subdivisions of a single national government. But, merely returning a part of the tax base to the states and/or providing large grants-in-aid will not solve the problems within the states themselves. There are some important issues remaining.

One is the national interest. In areas where it has identified a national interest, such as education and health services, the federal government must establish a minimum level of services consistent with our national goals and priorities. Related to this, but a separate problem, is the national interest in reducing wide disparities in income and public services among the citizenry living in different geographic areas of the nation. If the federal government is going to do this, then there is a need to apply national minimum standards, ensure financial participation of state and local governments and thereby take both fiscal need and fiscal capacity into account.

Another issue is that of the inability of the state government to take an overall view of human, natural, and cultural resource developments. Here again, it must be pointed out that the State of Montana has neither the organization, manpower, nor research support necessary: (1) to recognize by informed judgement the needs of the citizens of the state; and (2) to provide the management capabilities necessary to establish an overall program of development which does not overlook and ignore important activities.

The State government must have fiscal capabilities to do all the things required to meet the needs of its citizens but that in itself is not sufficient to get the job done. The State of Montana, including its local subdivisions, must get its management house in order.

The purpose of this chapter is to provide some alternative practical means for instituting the planning process and improving the management capabilities of the executive and legislative branches of Montana government.

Organization For Planning In State Government

In the current fiscal year (1967-1968) state-level expenditures including federal grant-in-aid funds are expected to exceed the 260 million dollar mark. Most of these funds are expended under the direction or supervision of one or another of the more than 100 agencies, departments, boards, and commissions making up Montana state government. These moneys are being spent on facilities and services needed by a growing state. Therefore, the problems associated with expenditures do not center around the legitimacy of the needs.

The problem presented by growth of investment of public funds is essentially one of management. It is impossible for the 100-plus state agencies, the Governor or the legislature to know what programs should be emphasized by the State and when the emphasis should be given until each of these agencies knows what it needs and wants to do in the long run and how it can do these things. Without knowing what to do (goals) and without knowing how to accomplish goals (plans), agency program priorities cannot be realistically established.

The fact is that not many state agencies think or plan beyond the upcoming budget period. Some exceptions exist where long-range plans are required in order to receive federal aid money. Even then most plans are used primarily to meet federal funding requirements and not to provide a framework for measuring change, for guiding day-to-day decisions and actions, and for continually pursuing the goals of the State as a meaningful governmental entity.

The problem is not confined to the many state agencies. There is, also, a matter of State responsibility alone that relates to the capacity of the leaders of the state to realistically evaluate the various agency programs. Just as individual agencies cannot present meaningful annual or biennial programs without long-range goals to which their programs are directed, the leadership of state government cannot evaluate these programs without having its own conception of what the entire state government ought to be aiming for and how it should move to hit those targets. This is the management problem. Who manages the State? No operating agency or department of state government can or should be expected to assume this responsibility because it alone lacks the status. Furthermore, each agency's concerns are by statute narrow in conception.

Public policy formulation and establishment in Montana currently is a combination of legislative action, gubernatorial direction, petition, referendum, and public hearings undertaken by specific agencies charged with particular responsibilities. These processes, in the cases of most policy decisions, have not led to common unitary goals cutting across all departments in state government. The processes do not enlist the formal

involvement of all those concerned directly or indirectly with the issues. Consequently, a major public decision does not permeate through to the day-to-day activities of all agencies concerned.

The basic need is for the establishment of a program in State Government charged with two broad responsibilities: (1) determining and defining clearly the State's developmental goals and policies in order to provide the guiding philosophy and framework for everything the State chooses to do; and (2) ensuring the careful and coordinated preparation of plans and programs needed to move the State toward the realization of its goals and policies.

At present, the whole process of goal development described by legislative action, gubernatorial direction, hearings, etc., provides a channel of influence on State government goals which is the principal tie between government and the people. In this process some goals of government are validated but there is little effort to look at the overall picture or to revalidate goals which, with the passage of time, may change in conception and priority. Generally, the necessary information is not available.

Obviously, the processes of State policy formulation and establishment are the basis of democracy itself. A large part of comprehensive statewide planning will be to sharpen the processes of goal and policy development and adoption by providing a sophisticated information framework for use by decision makers to guide state action.

But information is not enough. There should be established in State government a policy advisory group which ties the policy decisions of the executive and legislative branches to the operating agencies. This group

could be called a policy advisory council headed by the Governor with both legislative and state agency representation. Its function would be to focus attention specifically to interpretation, articulation, and adoption of State development goals as specified by the legislature and the people. The policy advisory council would assist state agencies in identifying their own roles in terms of day-to-day activities in pursuing State goals. In this way the State (as an entity) goals may be pursued with all the resources available to the State government with an overall State purpose. The State could also effectively orient federal program activities more closely to overall State purpose.

The task of implementing the goals interpreted, articulated, and adopted by the Governor and the policy advisory council necessitates a staff organization. What is needed is a staff that is under the direction and supervision of the Governor and consists of specialists in health, education, welfare, public safety, transportation, law, regulation, agriculture and commerce, natural resources, the arts, and administration. These staff people would make themselves aware of the activities of the 100-plus existing agencies and be directly concerned with providing the Governor and the policy advisory council with an overview of all individual agency activities as they relate to the specific specialty with which they are concerned. The planning staff would be responsible for developing a state development policies plan for the Governor and the policy advisory council. The planning staff people would also be responsible for review of state agency functional plans to determine their consistency with overall state policies plans. This review would determine the amount of duplication of program and identify program gaps.

In conjunction with the administrative functions of State government the operating budgeting and the capital budgeting functions should be integrated and there should be instituted a planning, programming, budgeting system. The cornerstone of program budgeting is the systematic identification and analysis of alternative ways of achieving government goals.

A program budgeting system requires identification and documentation of:

- (1) the real goals as they relate to the operation and authority of each agency;
- (2) the major feasible alternatives in pursuing goals;
- (3) the best available estimates of total program costs for each year considered for each alternative;
- (4) the best available estimates of the benefits (and/or "penalties") relevant to the goals for each year considered;
- (5) the major assumptions and uncertainties associated with the alternatives; and
- (6) the impact of proposed programs on other programs, other agencies, other levels of government, and on private organizations.

Institution of a program budgeting structure will set in motion a process that includes raising substantive questions, thinking through the day-to-day operations of government in terms of goals, and evaluating alternative ways of meeting goals.

In summary the recommendations are as follows:

- (1) institution of a comprehensive information system concerned both with the operation of government and with the social, economic and

physical environment; the information will be available to both the Governor and responsible legislative leaders and staff persons;

(2) establishment of a policy advisory council consisting of the Governor and representatives of the legislature and state agencies;

(3) formation of a planning staff group with specialists in education, health, welfare, public safety, transportation, law, regulation, agriculture and commerce, natural resources, the arts, and administration which is directly responsible to the Governor and provides resource people to the policy advisory council;

(4) integration of the operating and capital budgeting functions and the establishment of a planning, programming and budgeting system in State government.

The above set of recommendations were carefully considered in the light of alternatives such as: (1) total governmental reorganization which would require extensive constitutional and statutory revision; and (2) enabling legislation allowing gubernatorial reorganization of State government with the consent of the legislature. The recommendations provide a working framework for change in State government while at the same time improving the management capabilities of State government.

Organization For Planning
At The Local Level

It is not enough for the State government to do a good job with its own intragovernmental planning and programming coordination. One of the key responsibilities of State government is that of relating itself effectively to local government.

One of the greatest forces shaping overall public policy in Montana today is activity carried on by local governments. There are more than 1,387 units of local government in Montana including 125 municipal governments, 56 county governments, about 192 special districts, and about 1,014 school districts. These units of local government provide a wide variety of services and programs that have significant impact on the continued future development of the State. The cities, counties, and multicounty organizations are becoming increasingly important in the developmental affairs of the entire State. Many of the new federal grant-in-aid programs in education, welfare, manpower development, public works, etc., are creating large new demands on the facilities and manpower of local governmental units. Nearly all of these federal programs require a comprehensive planning program which is expected to be the guiding force in the developmental affairs of local communities. Thus, local governmental entities can be expected to demand more and more assistance and guidance from the State in solving their growth and development problems. Many of these local governments in Montana are forming and staffing planning organizations to guide their own development activities. More of these groups will come into being in the future.

The situation developing between the State and its subdivisions is similar to the situation existing between the State--as an entity--and the many agencies conducting its affairs. As there is a necessity for a State government perspective in the relationship between the State as an entity, i.e., State government vis-a-vis state agencies, there is a need for State-district, State-city, State-county, and State-multicounty relationships.

State-subdivision relationships are best summarized and expressed in formal comprehensive plans and programs prepared by the respective jurisdictions with a knowledge of State goals and a common data base from which to start. If the subdivision plans and programs are to serve their most important purposes, their preparation must be carefully coordinated.

Coordination of State activities with the activities of federal and local governments is important because there is a need to assemble the disparate resources of federal, state, and local governments and private interests to accomplish what would otherwise be impossible. The things that need accomplishing involve solutions to problems and recognition of opportunities. But the problems and solutions are different. The main difficulty is that problems are general, unspecialized, linked together, and interdependent whereas solutions to problems are specific, unrelated and detached. The responsibilities for solutions to problems are dispersed among many special agencies of federal, state, local governments and the private sector without concern for wholeness.

The entire federal-state-local establishment is rocked with isolation. For the most part, each federal, state, and local agency is unaware of what

is being done by others, including the private sector, even though they may be concerned with the same problems. They are unaware of the ways in which the work of one may complement, duplicate or interfere with the work of another. This is the problem to which coordination of inter-governmental and interagency activities at the local level must address itself. The State, in accepting the task of coordination must fashion ties and alliances among those governmental agencies with common interests so that together they can achieve effective results.

The best technique of coordination is that of voluntary actions by all agencies to communicate, cooperate and act on common overlapping problems. Only through a comprehensive statewide plan, relating the many federal, state, local, and private sector development activities, can the many programs of government at all levels be given proper priorities and be properly coordinated. Comprehensive planning with agreed upon objectives can be an important instrument for coordination and a logical tool in which a policy framework for the State, as it relates to local government, can be created and priorities sought.

Another technique of coordination is a consistent set of basic data from which to draw for decision making. It is expensive, wasteful, and confusing for a local community to have several individual studies done to meet the planning requirements for street, sewer and water improvement projects as well as others. Different studies often result in different sets of data having different definitions and frameworks and covering different time periods. Additionally, there is usually no provision for maintenance of data and information. This means that information developed through

"one-shot" studies becomes outdated and useless in a short period of time. The State should establish an information clearinghouse function to serve localities as well as state agencies. The State can provide a central place where individuals, businessmen and government officials can obtain information on the availability, purposes, and requirements of various federal and state programs. A central information center can also provide data on the economic, social, and physical environment; data such as these can contribute to the understanding and solution of local problems and realization of local opportunities.

State-level machinery should exist to review the local governmental plans required by federal aid programs to determine their consistency with overall State policies and plans. It can insure that appropriate inter-governmental channels are used, that local budget priorities are not distorted and that general long-run State commitments are realistic.

One of the significant new developments in the United States is multicounty district planning and administration districts. The emphasis on multicounty districts is a reflection of the manner and pattern in which growth and development takes place. In most states the area-wide groupings involve a metropolitan area which encompasses portions of several counties. In Montana there are no such metropolitan areas. However, just because there are no multicounty metropolitan areas does not imply that there are no multicounty or area-wide problems or no governmental responsibilities for providing and administering public services which are clearly area-wide in nature. Water, sewer, transportation, fire and police protection are among the services that respect no political boundaries. These services

represent public responsibilities which cannot be provided and administered efficiently and effectively solely in terms of individual governmental boundaries. Water, wastes, automobiles, criminals, and fires move about or simply occur without regard for city or county boundaries.

Much of the great impetus for the establishment of these multicounty districts is being generated by federal aid program requirements. Each aid program of the federal government contains its own special criteria for delineating the boundaries of its service area. Each program also sets up other organizational specifications which state agencies and participating local governments are expected to follow. Because the purposes of the programs differ, the districts for each program are also different. Conceivably, any one county or city may belong to four or more planning and development organizations merely to preserve its technical eligibility for participation in various aid programs. It is here that confusion and frustration for cities and counties arise. In order to participate in the various programs, they must organize in various ways with different groups of local governments to develop plans to meet the requirements of each program. One of the main problems existing now is that there is no real effort to make these multicounty program districts conform with one another geographically or jurisdictionally.

The State, because of its authority and interest in local jurisdictions, should play an important role in the formation, organization, and delineation of multicounty districts.

There are some important issues for the State raised by formation of multicounty districts. First, what is the continuing relationship implied

between the districts and State government? For example, there are already Economic Development Districts, Rural Community Development Districts, Comprehensive Health Planning Districts and others established in conjunction with federally assisted programs. Are these districts planning and administrative districts of the federal government within the jurisdictional authority of the State of Montana? Or are they administrative subdivisions of the State of Montana? Is this an appropriate channel for intergovernmental relations?

Second, what are the purposes to be served by these multicounty districts? Are their activities confined to planning? Do they exercise authority and responsibility over funds? Does their authority conflict with, duplicate and overlap existing local governmental authority?

Third, what is the formal legal relationship between the districts and the State? Do they serve to bypass the State in dealing with the federal government? Do they, in agreement with local governments, distort budget priorities and increase manpower and facilities requirements of local governments and in this way affect the fiscal capacity of local jurisdictions?

The establishment of multicounty districts in conjunction with federal aid programs and state agency programs has taken place and will continue to do so with increasing rapidity as more federal aid programs are used in Montana. The State should seek to establish such districts itself and utilize these districts as a tool to improve its management capabilities and fulfill its responsibilities for helping to solve area-wide and local development problems. Furthermore, the State can ensure that these districts serve as a uniform geographic

basis for the application of a large number of federal aid programs and some state programs. Then the Governor, the Legislature, mayors, and county officials will be able to relate the functions of federal programs to each other and to state programs within a comprehensive area-wide framework.

In summary the recommendations regarding organization for implementing planning at the local level are:

(1) The State should accept direct responsibility for intergovernmental cooperation between itself, its agencies, local jurisdictions and the federal government;

(2) The State should provide a means whereby individuals, businessmen, and government officials in local communities can obtain information on federal aid programs and data on the economic, social, and physical environment of those communities;

(3) The State should establish its own uniform multicounty planning districts which would: (a) serve as a clearinghouse for establishment of area-wide internal consistency of local planning programs; (b) serve as a focal point for area-wide application of federal aid projects; (c) assist with determining local and area-wide plans consistency with State policies and plans; and (d) ensure that appropriate intergovernmental channels are used. The multicounty districts should also serve as the focal point for state to local assistance in areas such as public safety, personnel policies, public works, financial administration and codes administration.

The above recommendations were considered in the light of alternatives such as county consolidation and city-county consolidation. They are intended

to provide a framework in which existing local governments can adapt to the increased responsibility and work requirements arising out of their growing problems and the many programs designed to assist with the solution of these problems.

STATE INFORMATION SYSTEM

Introduction

The State Information System is a vital part of comprehensive planning and should be developed coincidental with the planning process. At the present time, the Bureau of Business and Economic Research of the University of Montana and the Department of Planning and Economic Development are preparing an agreement for Bureau assistance in developing the Information System.

Policy decisions, research, analysis and predictions related to comprehensive planning depend upon accurate, timely and relevant information. Some of the information necessary for planning is collected and analyzed by various state and federal agencies and the educational institutions in Montana; part of this information has been published and can easily be documented, but a still larger part is located within the files or general records of these agencies. Other information necessary for planning is not now available from either published or private sources, at least not on a regular or continual basis. The SIS must be structured so that both types of information are readily accessible and in a meaningful form for those involved in the planning process. That is, to support those persons, agencies and institutions participating in state planning, an information system must satisfy four basic needs: (1) it must report information on a regular basis through an institutionalized process to scholars and decision makers; (2) it must provide a process for comparing the actual and planned results of a planning activity to serve as a guide for progress;

(3) it must establish a procedure for up-dating and maintaining available information so that it can be retrieved easily and rapidly; and (4) it must set standards of collection and analysis so that new data or information sources can be recognized and incorporated within the existing information system. The goals outlined in the Comprehensive Plan cannot be achieved economically and efficiently until an information system which satisfies these four basic needs has been developed.

Currently, the responsibility for designing the Statewide Comprehensive Plan and the State Information System is divided between two agencies. The Bureau of Business and Economic Research is preparing the Comprehensive Plan while the Department of Planning and Economic Development has initiated work on the SIS. Since no one individual is participating in both efforts concurrently or attempting to coordinate these efforts, problems have arisen, particularly with regard to the SIS. Unless the individual primarily responsible for designing the SIS is cognizant of Montana's approach to planning, there is a tendency to concentrate on selecting the hardware for such a system rather than defining the goals and informational flows. This is precisely what has happened. To avoid a further delay in developing the SIS, it is proposed that the primary responsibility for the development of the system be transferred to the Bureau of Business and Economic Research.

Objectives of Program

The major objectives of the proposed program are:

- a. To determine and implement the procedures for establishing an operative information system.
- b. To assure that the information system developed is compatible with the overall goals of the Comprehensive Plan.

- c. To develop alternative organizational structures for operating the data center.
- d. To appraise and recommend permanent staff members for the State Information System.

Methodology for Implementing Program

Based on the goals and information requirements specified in the Comprehensive Design Study, the steps in developing a State Information System can be identified.

Many sections of the Design Study define broad types of data required for research in the area; in addition, many state agencies have outlined their informational needs in a questionnaire. The first step in developing an SIS is to translate these requirements into specific data lists. As an example, the section on education delineates school-age population as one type of data needed for projecting facility requirements. Then the question becomes one of defining the geographical bases and frequency of collection and the form in which the data must be presented in order to be most useful to the researcher and decision maker. Also included in this translation process is deciding how much detail should be stored. To illustrate: if tax revenues are an important source of information, should the rate base, or gross revenues, be stored? This first step--the translation process--can best be accomplished by employing an advisory committee composed of professional researchers, representatives of state agencies and legislators, potential users within the state. The Bureau of Business and Economic Research will appoint such an advisory committee, with the approval of the Department of Planning and Economic Development.

Secondly, an inventory of existing information will be prepared. This inventory must be much more than a bibliography of published information. Frequency, basis of collection--actual or estimated--and detail must also be identified for published sources. Each state agency, educational institution and private organization which might have nonpublished data must be interviewed to determine what additional information is available. To date, some twenty-six state agencies have returned their questionnaire and have been interviewed.

Once the first and second steps have been completed, work on the SIS can be divided into two areas--one concerned with available information and the other related to the collection of the remaining data. The available information will be put into storage form, as defined in the first step. Hopefully, by this time the Survey Research Center--proposed as an element of the economic base study--will be operative. The Center should then assume primary responsibility for collecting unavailable data under the supervision of the Bureau of Business and Economic Research.

As data is presented in storage form, then the third major step will be undertaken. This third step might be referred to as institutionalizing information flows. Information located within the SIS will be used for five basic purposes: (1) operations--day-to-day activities; (2) program development--establishing priority areas for research and funding; (3) program evaluation--comparing actual and planned results; (4) research--seeking answers to social, economic and physical problems; and (5) systems analysis--developing control procedures to insure flexibility of the SIS. Each of these purposes may require the same types of information but in different

forms. Part of the institutionalizing process is simply assuring that information can be easily and rapidly retrieved in several different formats. A flexible format alone will not guarantee proper retrieval; an organizational structure through which the requests and resulting information can be transferred with minimal delay and maximum control must also be established. Alternative organizational structures will be evaluated and recommended to the Department of Planning and Economic Development and its Commission. However, this agency and the Governor should be responsible for choosing and implementing the best one.

Assuming the decisions relating to both the location of the data center and the necessary hardware have been made (both decisions are outside the scope of this proposal), completion of these three steps should provide the state with a fully operative information system.

Time Schedule

The expected completion dates for the first two steps are as follows:

1. Data lists--July 31, 1968
2. Inventory--December 31, 1968

Beyond this, no precise date can be set for completing the entire system. The length of time needed to put the data in storage form depends upon the timing and funding of the Economic Base Study and on the volume and quality of information needed and available.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
URBAN PLANNING ASSISTANCE PROGRAMAPPLICATION FOR URBAN PLANNING GRANT
(Section 701 Program)

TO BE FILLED IN BY BUA

PROJECT NUMBER

DATE RECEIVED

INSTRUCTIONS: Submit original in Binder No. 1, conformed copies in Binders No. 2 and 3.

A. TYPE OF APPLICANT PLANNING AGENCY OR OTHER PUBLIC BODY (Check only one)

☒ State ☐ Metropolitan ☐ Regional ☐ County ☐ Municipal ☐ Organization of public officials
Other: _____

B. STATE IN WHICH PLANNING PROJECT IS LOCATED

MONTANA

 C. CORRECT LEGAL NAME OF APPLICANT DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT, Capitol Post Office, Helena, Montana "59601
 Samuel J. Chapman, Director

D. SUBMISSION

☒ Initial application ☐ Revision of previously approved application dated _____, 19____, for purpose of change in: ☐ Sharing of project cost ☐ Planning Area(s) ☐ Other (Explain)

E. TYPE OF PLANNING AREA (Check only one major box)

Area with population less than 50,000:
(Check one or both as appropriate)
☐ Small cities, other municipalities, or counties ☐ Groups of adjacent communities
☐ County with pop. of 50,000 or more: (Check only one)☐ In SMSA ☐ Not in SMSA☐ Urban region (with no city of 50,000 or more)☐ Metropolitan area (with city of 50,000 or more)☐ Indian reservation not in a Redevelopment Area☐ Localities in a Redevelopment Area:
(Check one or more as appropriate)☐ Cities or other municipalities ☐ Counties☐ Groups of adjacent communities ☐ Indian reservations☐ Disaster area☐ Federally impacted area: (Check only one)☐ Expanding installation ☐ Reduced employment☒ State ~~XXXXXXXXXX~~

F. SHARING OF PROJECT COST

Federal grant (x) 2/3 \$172,793

Non-federal 86,983

Total-----

TOTAL AMOUNT

\$259,776

COMPLETE ONLY IF REVISION

CHANGE IN PREVIOUSLY APPROVED AMOUNT
(If any)

FEDERAL GRANT APPLIED FOR

Not to exceed: ☒ 2/3 ☐ 3/4 of total project cost

\$ 172,793

() \$

NON-FEDERAL FUNDS TO BE PROVIDED

\$ 86,983

() \$

TOTAL ESTIMATED COST OF PROJECT

\$ 259,776

() \$

The Applicant hereby applies to the United States of America for the grant indicated in Block F above, under the provisions of Sections 701 and 707 of the Housing Act of 1954, as amended, to aid in defraying the cost of the project described in the documentation submitted in support of this application.

The Applicant represents that it has or will have available when needed sufficient funds to defray, with the requested grant, the cost of the project; that the data and information in support of and constituting part of this application for a grant are true, correct, and complete; that the filing of this application has been duly authorized, and that the undersigned officer (or officers) have been duly empowered to file this application for and in behalf of the Applicant, (b) to provide such additional information and documents as may be required, and to otherwise to act as the authorized representative of the Applicant in connection with all matters pertaining to this application and any grant contract that may be executed pursuant to this application.

IN WITNESS WHEREOF, the Applicant has caused this application to be duly executed in its name by its undersigned officer (or

officers) on this _____ day of _____, 19____, in _____ Helena _____

County of Lewis & Clark _____ State of Montana _____

 Department of Planning and Economic Development
 Legal Name of Applicant (i.e., the agency
 authorized to contract with the Federal Government)

By

 Samuel J. Chapman
 Signature of Authorized Officer

Director

Title of Authorized Officer

RESOLUTION

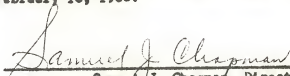
A RESOLUTION AUTHORIZING THE DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT TO FILE AN APPLICATION TO THE UNITED STATES OF AMERICA THROUGH THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT FOR A GRANT TO AID IN FINANCING A PLANNING PROGRAM FOR THE STATE OF MONTANA.

BE IT RESOLVED BY THE DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT:

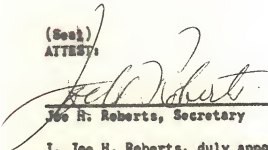
Section 1. That Samuel J. Chapman, Director, is authorized to execute and file an application on behalf of the Department of Planning and Economic Development, to the United States of America, for a grant of \$178,064 to aid in financing a planning program for the State of Montana.

Section 2. That Samuel J. Chapman, Director is hereby authorized and directed to furnish such information as the United States of America, through the Department of Housing and Urban Development, may reasonably request in connection with the application which is hereby authorized to be filed.

Passed and adopted by the Planning and Economic Development Commission by telephone communication on February 16, 1968.

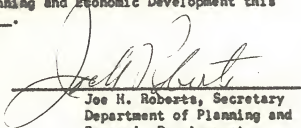

Samuel J. Chapman, Director

(Seal)
ATTEST:


Joe H. Roberts, Secretary

I, Joe H. Roberts, duly appointed, qualified, and secretary of the Department of Planning and Economic Development, do hereby certify that the foregoing RESOLUTION is a full, true, and correct copy of the original of said RESOLUTION on file in my office as Secretary of aforesaid.

IN WITNESS WHEREOF: I hereunto set my hand and affix the corporate seal of the Department of Planning and Economic Development this
19th day of February.


Joe H. Roberts, Secretary
Department of Planning and
Economic Development

Description of Work Program:

Detailed Plan for Economic Base Study

Department of Planning and Economic Development
Capitol Post Office
Helena, Montana 59601

Samuel J. Chapman, Director
Phone: 406/442-3260

Note: This program will be carried out by the
Bureau of Business and Economic Research
University of Montana
Missoula, Montana 59801

Dr. William D. Diehl, Director
Phone: 406/243-5113

Work Program: Detailed Plan for Economic Base Study

For most of this century the focus of economic thinking in academic and political circles has been on the national economy rather than on geographic sectors or regions. In recent years, regional economic studies have received increasing attention. As headway was made in formulating fundamental goals for national economic policy, there has been a tendency to focus more attention on regional problems. But the main emphasis has remained on national aggregative analysis.

The formulation and enunciation of goals for national economic policy have resulted in new and expanded national programs in health, education, welfare, manpower training, and urban development, along with other programs focused toward solution of significant social and economic problems. The general objectives set out in national plans for solution of social and economic problems have had to be translated into specific projects involving the choice of particular locations. The application of federal programs which results in the investment of public funds in health, education, welfare, and the like, faces several important problems.

First, both the knowledge and theory regarding regional economic processes is insufficient to say the least. Therefore, we have little conception of the impact of these projects on the economic processes. Heretofore, organizations of a temporary nature composed of isolated individuals have worked on particular bits and pieces of regional

economics. Such efforts have been used to cope with particular policy issues at particular times. The regional efforts have often been diversions or digressions from other areas of research. Such approaches have no heritage of expertise in regional economics that can be exploited in later research. Nor can these approaches be expected to contribute much to education in regional economics, since students considering the field can see no continuing, organized demand for their special skills and talents.

The big study "crash programs" have pulled together many, if not most, of the fragments for a comprehensive long-range look at the region's economy. They too have had only a transitory impact on the research and training process. In the absence of institutional arrangements and programs for continuing economic research, the virgin soils cleared by the larger studies soon revert to tangled bush. Many unexplored matters are not investigated by others except in a sporadic and fragmented way. Moreover, the "crash programs" have led to almost no long-range stimulation of training of specialists needed to do continuing work and to train successive generations of regional economists. The big studies themselves have been severely hampered by the lack of prior research. They are compelled to devote a large share of their resources to the drudgery of digging out the most elementary kinds of economic information. They are thus unable to undertake pioneering inquiries into challenging economic questions.

Benefits

We are proposing an economic base study for Montana as one of the initial steps in our comprehensive planning program. An economic base study is a study which describes the state and areas within the state in terms of economic activity, including population, households, labor force, employment, productivity and income. It is designed: (1) to trace the historical development of the state's economic system; (2) to trace the forces that have been influential in molding the present day economic structure and the economic characteristics of the state and its areas; and (3) to identify and evaluate strengths and weaknesses in the state's economy.

The major operational problem is that much of the data necessary to understand the economic and social processes in the state are available only on a decennial basis. Changes are occurring so rapidly that annual and even quarterly estimates of some of the data are needed. The economic base study is designed to fill these gaps in a way that will provide a complete annual profile of the state's economy and the economies of areas within the state.

The economic base study is also designed so the data will be compatible with national data. This will facilitate the development of an interstate (Federation of Rocky Mountain States) economic base study where several states are treated as a regional economic system that can be compared with the nation or other regions.

Having done these things, we have a basis or base for making rational judgments concerning the future. With a continual up-dating and analysis of this information on a permanent basis we can move forward from the analysis of where we are and how we got here to where we may be heading in the future.

How does this relate to the job of state planning for the economic development of the state? This can be illustrated best by first identifying some of the end products of the economic base study and then looking at their uses. Some of the end products of the economic base study are:

(1) Annual Economic Report of the Governor

The economic base study will result in an annual summary of major state and regional population, employment, and economic developments submitted by the Governor to the people of the state. It will include an analysis of economic growth during the year and its relation to the state's fiscal situation. Besides containing an annual data series on the state, the report will include interpretive materials covering important changes in the state's economy.

(2) Special Forecasts and Studies

The economic base study will serve as a basis for special studies and forecasts such as fiscal studies and projections, detailed population and income forecasts, and special studies in housing, consumer credit and finance, income distribution, transportation, natural resources, education, taxation, recreation and tourism.

(3) State Government Economic Development Promotion

The economic base study will provide the State Department of Planning and Economic Development with a more analytical approach which will result in a more efficient use of its industrial promotion resources. By means of locational analysis, the types of economic activity best suited to particular areas can be identified. For example, labor force, transportation facilities, water availability, energy availability, and other resource requirements for successful business location can be made readily

identifiable. Also, the economic base study will identify for each locality the industries with "high pay-off" in terms of income and employment.

The economic base study will also assist private business in planning for successful capital investments.

Federal, state and local governmental programs play a vital role in economic development. This is evident through activities of government in taxation, elementary, secondary and higher education, transportation, natural resources and recreation. The developments in these areas of government activity were based on the necessity to meet human needs. By and large these human needs are an outgrowth of the size and makeup of the population at any given time and the activities of its members as producers and consumers. It is the function of the economic base study to provide reasoned insight into the nature and extent of these production and consumption activities and based on this insight, to make calculated projections of their future growth for use in determining the amounts, kinds and timing of desirable government programs and activities.

Obviously the activities of government at all levels affect in a very significant way the business community. Governmental decisions in water resource development, recreation, education, taxation and transportation will in some cases determine the nature and extent of private enterprise activity. Without a study of this kind we cannot determine the potential influence of governmental decisions on local, private, and public activity, and therefore on state economic growth and stability.

State Agency Data Needs

During the early phases of the study for the design of statewide planning the Bureau of Business and Economic Research conducted interviews with twenty major state agencies. The purposes of these interviews were to determine, among other things, what data were collected by each agency and what data and information each agency needed in order to carry out its programs more adequately and efficiently.

Below is a sample of question XI that each agency was asked to answer. Without exception, every agency requested that data be made available for some geographic area for which the data do not now exist. Some agencies indicated a need for nearly all of the data indicated in question XI.

- XI. Some kinds of basic data and projections are used by most, if not all, state agencies of government. Data of this sort include population, income, labor force, farm income and employment, statistics on business income and employment, etc. In the table below indicate whether you need the particular kind of data and/or projections on a state, district, county or city basis.

Type of Data-Projection	Geographic Base			
	STATE	DISTRICT	COUNTY	CITY
1. Population by:				
a. Age				
b. Sex				
c. Education				
d. Farm-nonfarm				
e. Rural-urban				
f. Migration				

	Geographic Base			
	STATE	DISTRICT	COUNTY	CITY
2. Employment-Labor Force				
a. Total				
b. By occupation				
c. By industry				
d. By age and sex				
3. Income				
a. Personal income				
(1) Per person				
(2) By industry				
(3) By age class				
(4) By education class				
(5) By sex				
b. Farm income & expenditures				
c. Business income				
4. Vital Statistics				
a. Births				
b. Deaths				
c. Birth & death rates				
5. Health and Medical				
a. Facilities				
b. Personnel				
c. Expenditures				
d. Diseases & their incidence				
e. Medical insurance				
f. Water & air pollution				
6. Crime and Correction				
a. Facilities				
b. Personnel				
c. Expenditures				
d. Incidence by age & sex				
7. Welfare				
a. Expenditures				
b. Recipients				

	Geographic Base			CITY
	STATE	DISTRICT	COUNTY	
8. Public Finance				
a. Revenues & expenditures				
(1) State				
(2) Federal				
(3) Local				
9. Agricultural Data				
a. Number & size of farms				
b. Income, sales				
c. Expenditures				
d. Employment				
10. Mining & Minerals Data				
a. Number & type of firms				
b. Production				
c. Income				
d. Employment				
e. Expenditures				
11. Forestry & Lumbering Data				

A SIGNIFICANT DATA DEFICIENCY
IN MONTANA

Inadequate knowledge of the level and change in capital input in Montana will continue to be one of the weakest links in any analysis of the state's economic growth and the economic growth of its areas. There are several reasons for this:

- (1) The notion of economic services rendered to production by capital is inherently vague;
- (2) The physical stock of capital in place is an imperfect indicator of capital utilized and of capital services rendered;
- (3) Economic data on capital stocks for the United States suffer from problems of costing, recording, and reporting; and
- (4) State data must at present be derived from imperfect allocations of national totals.

Part C on page 4 of the economic base study outline is designed to fill the gaps in our knowledge and understanding of the role of capital in the economic growth of Montana.

SURVEY RESEARCH ORGANIZATION

Introduction

The basis of any decision process is good current information which is presented in a form amenable to the decision framework and which contains commonly understood definitions. The objectives of the State Information System, described in Section III of the Montana Planning Study, are: (1) to draw up specifications of data needed for and useful in the analysis of economic, social and environmental factors in Montana; (2) to uncover sources of data and to institutionalize the flows of data to scholars and to decision makers; (3) to organize these data flows so that they will relate to the analytical frameworks of researchers and to the more direct information needs of public and private decision makers.

In Section IV of the MONTANA PLANNING DESIGN STUDY we have outlined eight research and information development areas of which the Economic Base Study is one. In all of these areas there is a requirement for on-the-spot collection of data in the field. The Survey Research Organization proposed in this application is intended to serve as the tool for data collection for the state information system and all these areas of study.

Benefits of a Central Survey Research Organization

A central survey research organization will ensure maintenance of current data and information which become part of the state information system, and will thus eliminate the obsolescence which destroys confidence in the decision process. The research organization will establish standards of framework and definition for all data and information admitted to the state information system; over time this will foster

widespread understanding of the content of the state information system and will lead to confident reliance on the system. The survey research organization will permit efficiency in data and information collection rather than a recurrent retooling each and every time a study requiring on-the-spot collection is necessary. It will also insure control of inputs into the state information system to eliminate inaccuracy and misrepresentation of economic, social and environmental phenomena.

Work Program of the Survey Research Organization

The work program of the Survey Research Organization has two identifiable and distinct parts. The first part entails establishment and maintenance. There will be recruitment of interview personnel throughout the state. These people will require training as to the elements of scientific interviewing. The training will occur on the campus of the University of Montana. Special attention will be given to the requirements and procedures of the U. S. Bureau of Census and the U. S. Department of Agriculture.

The second element of the Survey Research Organization is the staff function which will be a central office organization on the campus of the University of Montana. It will be the function of the staff to provide a survey research service for all the studies conducted in the Montana planning research and information development program. In conjunction with the Model Cities Program anticipated for Helena, Montana, the survey research center will establish a demonstration information system which will include an observation and analysis station.

OUTLINE FOR THE ECONOMIC BASE STUDY
MONTANA PLANNING STUDY DESIGN
INTRODUCTION

The economic base study is intended to supply information necessary to the achievement of the goals and objectives of the state and its agencies of government. More specifically, the economic base study will provide information and data of a general nature which are applicable to planning problems of private industry and nearly all state and local agencies.¹ Private investors need greater knowledge of the economic system in which they operate. Data relevant to the planning problems of state agencies in general also will be provided by this study. It is obvious, of course, that certain agencies will require data of a specific nature as they formalize their plans and programs. This information will be developed in future studies based upon this general analysis of the state's economic system.

The term "economic base" implies concern with economic resources. A mere cataloging of economic resources is certainly inadequate for comprehensive planning purposes. Such an inventory is necessary to any economic planning process. But the goals of economic planning (economic development, economic efficiency, full employment of resources, and the like) require the measurement and analyses of resource productivity and the interrelation of resources in the productive process.

An economic base study should therefore involve three phases: (1) an inventory and description of the state's resources, including the

¹In general, the kinds of data envisioned follow the specifications outlined in Urban Planning Program Guide, Section 5-2, paragraphs C-3-a and C-3-6.

distribution of resources to various uses; (2) analyses involving the productivity of various resources in various uses; (3) predictions or projections regarding future resource relationships and productivities. In this latter connection, it is important to note that mere projections from past performance are inadequate. The purpose of the planning process is to establish goals and to provide alternative means of inducing desired changes. Neither the quantities of resources nor their historic productivity performance can be taken as given; Montana cannot be regarded as a closed economy which relies on an internal self-generating resource base. The human resource base, for example, can be modified by changes in immigration and emigration rates. The capital base can likewise be modified by changing either the rate of capital outflow or the rate of capital inflow. Only the so-called "natural" resource base can in any concrete sense be considered fixed. But even in this case the marriage bonds between capital and natural resource assets are so strong as to defy separation.

In analyzing an economic base it is conventional to categorize resources as human, natural or capital (manmade). This follows the classical division of land, labor and capital. In the modern context, the capital component should be further divided into "public capital" and "private capital." This division recognizes the differences in the productivity and use of capital in the public and private sectors of the economy.

I. The Resource Inventory

A resource inventory in terms of state aggregates has limited usefulness for statewide planning purposes. Planning for economic development

and other economic and social objectives requires specific attention to sub-aggregate components. Resources are by no means evenly dispersed with respect to industry or geography. The ideal inventory must therefore encompass geographic and industrial divisions. This need for detail was evidenced by the response of nearly all state agencies to the preliminary interview regarding data and information needs. The inventory outline that follows incorporates this need.

A. Human Resources

1. Population

- a. Historical description--Analysis of the characteristics and distribution of the population, including appraisal of recent changes and trends

- (1) For the state
- (2) For counties and multi-county districts
- (3) For major metropolitan areas

- b. Population migration--including appraisal of recent changes and trends

- (1) Interstate
- (2) Intrastate

- 2. The Labor Force--Size and composition of the labor force by characteristics such as sex, age and education, including an appraisal of recent changes and trends.

- a. By geographic division

- (1) The state
- (2) Counties and multi-county districts
- (3) Major metropolitan areas

- b. By industry

- c. By occupation

- 3. Employment and unemployment--Size and composition by characteristics such as sex, age and education, including an appraisal of recent changes and trends

- a. By geographic division

- (1) The state
- (2) Counties and multi-county districts
- (3) Major metropolitan areas

- b. By industry

- c. By occupation

- d. Seasonality

- B. Natural Resources--by geographic subdivision where necessary and practical
1. Land ownership and use--including appraisal of recent changes and trends
 - a. Ownership patterns
 - b. Use description--public, private, and multiple use
 - (1) Agricultural
 - (a) Cropland--irrigated, irrigable, and dryland
 - (b) Grazing
 - (2) Forestry
 - (3) Mineral production
 - (4) Recreation
 - (5) Industrial
 - (6) Urban
 - (7) Highways
 - (8) Other
 2. Climatological description--by geographic subdivision
 3. Water resources--characteristics of supply and use, including appraisal of recent changes and trends
 - a. Sources of supply
 - (1) Surface--amount and quality
 - (2) Underground--amount and quality
 - b. Water use
 - (1) Municipal
 - (2) Agricultural
 - (a) Irrigation
 - (b) Livestock
 - (3) Industrial
 - (a) By type of industry
 - (4) Recreation
 4. Forest resources--quality, supply and use, including appraisal of recent changes and trends
 5. Mineral resources--quality, supply and use, including appraisal of recent changes and trends
- C. Capital Resources--The capital structure of the state, including recent changes and trends

1. Public capital and its uses
 - a. Educational facilities
 - (1) Primary
 - (2) Secondary
 - (3) College and university
 - b. Transportation
 - (1) Highways, roads and streets
 - (2) Airports
 - c. Health
 - (1) Hospitals and other medical and health facilities
 - d. Welfare
 - e. Custodial institutions
 - f. Natural resource administration and conservation
 - g. General government
 - h. Other
2. Private capital and its uses
 - a. Agricultural
 - b. Industrial--by category
 - c. Personal capital--nonfarm, non-business

II. Resource Productivity--General Economic Measures

The central problem of comprehensive planning is to induce desirable change and to forestall undesirable change. What is desirable or undesirable is dictated by the planning goals. Desirable change with respect to economic goals includes those forces which enhance economic growth and development, efficiency in resource use, full employment of resources and equity in the distribution of income. The resource productivity data specified below are intended to yield general measures of resource productivity relationships that will serve as a basis for predicting the effects of change.

- A. Personal Income--personal and disposable personal income, characteristics, total and per capita, including appraisal of recent changes and trends.

1. By geographic subdivision
 - a. The state
 - b. Counties and multi-county districts
 - c. Major metropolitan areas
 2. By source or industrial origin
 - a. Farm
 - b. Nonfarm by industrial category
 - c. Government sources
 3. By population characteristics
 - a. Age
 - b. Education
 - c. Sex
 4. By occupation
- B. Consumption and savings estimates
1. Total and per capita
 - a. By geographic subdivision
 - (1) The state
 - (2) Counties and multi-county districts
 - (3) Major metropolitan areas
 - b. By type of consumption
 - (1) Durable goods
 - (2) Nondurable goods
 - (3) Services
 - c. By income class
- C. Private investment estimates
1. By industry
 - a. Farm
 - b. Nonfarm by type of industry

D. Government purchases of goods and services

1. Federal, state and local

a. By geographic subdivision

- (1) The state
- (2) Counties and multi-county districts
- (3) Major metropolitan areas

b. By governmental function

E. Tax and transfer payments

1. Federal, state and local

a. By geographic subdivision

- (1) The state
- (2) Counties and multi-county districts
- (3) Major metropolitan areas

b. By income class

c. By program

F. Income by major sources

1. Wage and salary income

a. By geographic subdivision

- (1) The state
- (2) Counties and multi-county districts
- (3) Major metropolitan areas

b. By industrial origin

2. Proprietor's income--Farm and nonfarm

3. Property income

4. Transfer payments

G. Costs and rates of return to human resources and capital, including appraisal of recent changes and trends

1. Wage and salary rates

a. By geographic subdivision

- (1) The state
- (2) Counties and multi-county districts
- (3) Major metropolitan areas

- b. By industry category
 - (1) Farm
 - (2) Nonfarm by industry
 - (3) Public and institutional employees
- c. By occupation
- 2. Returns on private and public capital investment
 - a. By geographic subdivision
 - (1) The state
 - (2) Counties and multi-county districts
 - (3) Major metropolitan areas
 - b. By industry
 - (1) Farm
 - (2) Nonfarm by industry
 - c. By governmental function
 - (1) Education
 - (2) Transportation
 - (3) Health
 - (4) Welfare
 - (5) Custodial institutions
 - (6) Natural resources

III. Data Projections

- A. As mentioned in the introduction of this outline, statistical extrapolation of historical data does not yield adequate estimates for planning purposes. The purpose of comprehensive planning is to determine when and if the normal course of events is acceptable in terms of goals and to induce outcomes that would not prevail in the "normal course of events," when they are not acceptable. If comprehensive planning is to achieve its goals, some of the relevant economic variables must be subject to influence by policy action. From the economic point of view, public policy must be able to change the resource mix or modify the level of input of one or more of the resources. The analytical problem is to derive resource productivity relationships, e.g. production functions, of such significance that predictions regarding the effects of changes in resource mix and changes in the scale of resource input will be reasonably accurate. Policy makers must know something about the expected outcome of changes in the policy variables. The analytical technique for providing such information has not been selected. The selection of specific techniques and analytical procedures is related to

C. Organizational and Operational Procedure

1. Because of the vast amounts of data already available considerable effort will be made to investigate data availability from federal, state, regional and other groups. A survey of state agency data and information requirements and needs is nearly complete. Some of the regional groups and federal agencies that may be involved are:

a. Regional groups

- (1) Missouri River Basin Interagency Committee
- (2) Upper Midwest Economic Development Council
- (3) Federal Reserve District #9
- (4) Columbia River Basin Group
- (5) Federation of Rocky Mountain States
- (6) Northwest 2000
- (7) American Rehabilitation Foundation

b. Federal Agencies

- (1) Bureau of Public Roads
- (2) National Water Resources Council
- (3) Office of Business Economics
- (4) Bureau of Census
- (5) Bureau of Labor Statistics
- (6) U. S. Treasury Department
- (7) U. S. Geological Survey
- (8) U. S. Forest Service
- (9) Economic Development Administration
- (10) Bureau of Outdoor Recreation
- (11) Bureau of Mines
- (12) Office of Economic Opportunity
- (13) U. S. Department of Agriculture
- (14) Bureau of Land Management

c. Other Groups Involved in Relevant Studies

- (1) State Board of Education--Vocational Technical Training Study
- (2) Aeronautics Commission Air Transportation Study

2. The Montana University System--We are preparing a proposal for consideration by the university presidents concerning the formation of a Planning Research Technical Advisory Council for the purpose of:

- a. Providing an information liaison to the respective campus faculties on existing planning research and new areas of research
- b. Providing counsel on the technical aspects of research proposals, research methodology, data availability, and research formulation
- c. Determining the need for planning research in various functional areas
- d. Determining the merit of research proposals

BUDGET
FIRST YEAR

Economic Base Study

	Grant Funds	State Funds	X Total
Salaries			
Planning research coordinator, 3/4 time @ 16,800	\$ 2,800	\$ 9,800 BBER	\$ 12,600
Project director, full time	15,000	--	15,000
Research associate, full time--Resource Inventory	12,000	--	12,000
Research associate, 1/2 time @ 9,800--Resource Inventory	--	4,900 BBER	4,900
Research associate, full time--Resource Productivity	12,000	--	12,000
Research associate, 1/2 time @ 10,100--Resource Inventory	--	5,050 BBER	5,050
Research assistant, full time--Resource Inventory	8,000	--	8,000
Research assistant, full time--Resource Productivity	8,000	--	8,000
Graduate assistant	--	1,800 BBER	1,800
Statistical clerks, full time, 2 @ 6,000	12,000	--	12,000
Secretaries, full time, 3 @ 4,200	<u>8,400</u>	<u>4,200</u> BBER	<u>12,600</u>
Subtotal, Salaries	\$ 78,200	\$25,750	\$103,950
Payroll taxes, 8%	6,256	2,060 BBER	8,316
Travel	2,520	--	2,520
Internal Revenue Service data	1,500	--	1,500
Supplies and miscellaneous	750	--	750
Telephone and postage	100	--	100
Computer--300 hours @ 30	<u>4,500</u>	<u>4,500</u> WRB*	<u>9,000</u>
Subtotal, Direct Costs	\$ 93,826	\$32,310	\$126,136
Indirect costs, 20%	<u>18,765</u>	<u>6,462</u>	<u>25,227</u>
Total	\$112,591	\$38,772	\$151,363

*Cash contribution

BBER=Bureau of Business and Economic Research
WRB=Water Resources Board

Survey Research Center

	Grant Funds	State Funds	Total
Salaries			
Director, full time	\$ 14,000	\$ --	\$ 14,000
Research associate, full time	--	12,000 DPED	12,000
Interviewers, 16 for 5 months @ 430/month	19,400	15,000 WRB*	34,400
Statistical clerk, full time	--	6,000 DPED	6,000
Statistical clerk, ½ year @ 6,000	3,000	--	3,000
Secretaries, full time, 2 @ 4,200	<u>4,200</u>	<u>4,200</u> DPED	<u>8,400</u>
Subtotal, Salaries	\$ 40,600	\$37,200	\$ 77,800
Payroll taxes, 8%	3,248	1,776 DPED 1,200 WRB*	6,224
Consultants, interviewer training	1,000	--	1,000
Travel	4,800	--	4,800
Supplies, telephone, postage, and miscellaneous	<u>520</u>	<u>--</u>	<u>520</u>
Subtotal, Direct Costs	\$ 50,168	\$40,176	\$ 90,344
Indirect costs, 20%	<u>10,034</u>	<u>8,035</u>	<u>18,069</u>
Total	\$ 60,202	\$48,211	\$108,413
<u>Total Cost, First Year</u>			
Economic Base Study	\$112,591	\$38,772	\$151,363
Survey Research Center	<u>60,202</u>	<u>48,211</u>	<u>108,413</u>
Total	<u>\$172,793</u>	<u>\$86,983</u>	<u>\$259,776</u>

*Cash contribution

EBER=Bureau of Business and Economic Research
 DPED=Department of Planning and Economic Development
 WRB=Water Resources Board

STATEMENT ON INDIRECT COSTS
FOR FEDERAL RESEARCH

Indirect cost charges of 20 percent of total direct costs of research projects represents the rate allowed the University of Montana by the Defense Contract Audit Agency based on Fiscal Year 1965-66 records. The breakdown for indirect costs is:

Student services	2
Library	6
Departmental administration	12
Research administration	12
Building use	6
Equipment use	4
Physical plant maintenance	32
General and administrative	<u>26</u>

100

U. S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
URBAN PLANNING ASSISTANCE PROGRAM

URBAN PLANNING PROJECT BUDGET

NAME OF PLANNING AGENCY **DEPARTMENT OF PLANNING**
ECONOMIC DEVELOPMENT, Capitol Post Office
Helena, Montana 59601

PROJECT NUMBER (if known)

INSTRUCTIONS: Submit original and 5 copies in support of initial or amendatory Application for Urban Planning Grant. Submit original and 3 copies for revised budget not requiring submission of application.

DATES OF PREVIOUS BUDGET APPROVALS (Complete only if this is a revised budget)

Project Number

Approved by
Date

Approved by
Date

Budget No. 1, 19 , Latest Approved Budget (No.) , 19

LINE NO.	COST CLASSIFICATION	TO BE COMPLETED BY PLANNING AGENCY			TO BE COMPLETED BY HUD BUDGET APPROVAL BY HUD
		USE ONLY FOR REVISED BUDGETS		INITIAL OR REVISED BUDGET REQUESTED	
		LATEST APPROVED BUDGET	ADJUSTMENT (+ or -)		
		(a)	(b)	(c)	(d)
1	SALARIES AND WAGES, PLANNING AGENCY'S PERSONNEL (including all employee benefit contributions)	\$	\$	\$ 23,976	\$
2	SERVICES BY TECHNICAL CONSULTANTS			1,000	
3	SERVICES BY MUNICIPAL OR COUNTY PUBLIC AGENCIES			--	
4	SERVICES BY OTHER PUBLIC AGENCIES			182,388	
5	TRAVEL (Except travel included in lump-sum contracts under Item 2 above)			7,320	
6	REPRODUCTION AND PUBLICATION (Essential project reports and documents)			--	
7	OTHER EXPENSES - Subtotal (Specify)				
	a. Internal Revenue Service data			1,500	
	b. Supplies, telephone, postage & misc.			1,370	
	c. Computer time			9,000	
	d. Indirect costs			42,000	
8	SUBTOTAL	\$	\$	\$ 259,796	\$
9	PROJECT INSURANCE FEE				
10	TOTAL URBAN PLANNING PROJECT BUDGET (Line 8 plus 9)	\$	\$	\$ 259,796	\$

Approved: The Urban Planning Project Budget in the amounts and for the project period shown above is hereby approved.

February 19, 1968

Date

Signature of Authorized Officer

Director

Title

The Urban Planning Project Budget is hereby approved in the amounts and for the project period shown above. The

project shall be completed by 19

The Planning Agency may exceed any of the amounts in Lines 1 through 7 by not more than 10 percent, PROVIDED such additional costs do not result in any change in the approved amount for Line 10.

The Planning Agency's staff or salaries as set forth in the Description of Work Program, Application Checklist Code UP 205, or in changes therein subsequently approved

by HUD, may not be increased without prior written approval of HUD, except for automatic salary increases under either civil service regulations or other general personnel policies adopted by or applicable to the Planning Agency.

Signature

Title

Region

Date

Sources of Funds

1. <u>Contributor</u>	<u>Cash</u>	<u>Services</u>
a. Department of Planning and Economic Development		\$23,976
b. Water Resources Board	\$20,700	
Bureau of Business and Economic Research, University of Montana		<u>27,810</u>
c. Subtotal	\$20,700	\$51,786
2. Total Non-Federal Contribution (Including 14,497 Indirect Costs)		\$ 86,983
3. Federal Grant Requested		<u>172,793</u>
4. TOTAL ANTICIPATED CASH AND SERVICES		<u><u>\$259,776</u></u>

BUDGET
STATE PLANNING BOARD
July 1, 1966 to June 30, 1967

(Montana State Department of Planning and Economic Development
as of July 1, 1967)

	<u>BUDGETED</u>
Salaries	\$39,600.00
Social Security	1,500.00
Industrial Accident	175.00
P.E.R.S.	1,350.00
Office Supplies & Expense	5,000.00
Communications	2,000.00
Travel	9,000.00
Repairs & Replacements	200.00
Capital Equipment	1,600.00
Miscellaneous	<u>2,942.64</u>
TOTAL	\$63,367.64

BUDGET
DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT
July 1, 1967 to June 30, 1968

BUDGETED

Salaries	\$74,300.00
Social Security	2,900.00
Industrial Accident	600.00
P.E.R.S.	3,100.00
Office Supplies	2,000.00
Printing	6,950.00
Communications	3,400.00
Travel	13,010.00
Contract Services	9,740.00
Special Fees	300.00
Miscellaneous Equipment	400.00
Capital Equipment	<u>5,200.00</u>

TOTAL

\$122,900.00

ADMINISTRATION

Salaries	\$26,300.00
Employee Benefits	2,750.00
Office Supplies	2,000.00
Printing	2,535.00
Communications	1,675.00
Travel	7,065.00
Contract Services	3,082.50
Special Fees	155.00
Miscellaneous Equipment	400.00
Capital Equipment	<u>4,000.00</u>

\$49,962.50

ECONOMIC DEVELOPMENT

Salaries	\$15,000.00
Employee Benefits	1,450.00
Printing	2,500.00
Communications	1,045.00
Travel	3,610.00
Contract Services	1,187.50
Special Fees	<u>47.50</u>

\$24,840.00

July 1, 1967 to June 30, 1968 (continued)

PLANNING

Salaries	\$10,000.00
Employee Benefits	800.00
Printing	665.00
Communications	380.00
Travel	1,425.00
Contract Services	380.00
Special Fees	<u>47.50</u>

\$13,697.50

INFORMATION CENTER

Salaries	\$23,000.00
Employee Benefits	1,600.00
Printing	1,250.00
Communications	300.00
Travel	910.00
Contract Services	5,090.00
Special Fees	50.00
Capital Equipment	<u>2,200.00</u>

\$34,400.00

TOTAL

\$122,900.00

BUDGET
DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT
July 1, 1968 to June 30, 1969

BUDGETED

Salaries	\$87,450.00
Employee Benefits	6,950.00
Office Supplies	2,000.00
Printing	9,550.00
Communications	3,600.00
Travel	13,800.00
Contract Services	9,650.00
Special Fees	350.00
Miscellaneous Equipment	650.00
Capital Equipment	<u>500.00</u>

TOTAL

\$134,500.00

ADMINISTRATION

Salaries	\$28,100.00
Employee Benefits	2,400.00
Office Supplies	2,000.00
Printing	2,635.00
Communications	1,875.00
Travel	7,675.00
Contract Services	3,082.50
Special Fees	205.00
Miscellaneous Equipment	650.00
Capital Equipment	<u>500.00</u>

\$49,122.50

ECONOMIC DEVELOPMENT

Salaries	\$25,400.00
Employee Benefits	2,040.00
Printing	5,000.00
Communications	1,045.00
Travel	4,000.00
Contract Services	1,087.50
Special Fees	<u>47.50</u>

\$38,620.00

July 1, 1968 to June 30, 1969 (continued)

PLANNING

Salaries	\$10,000.00
Employee Benefits	730.00
Printing	665.00
Communications	380.00
Travel	1,425.00
Contract Services	380.00
Special Fees	<u>47.50</u>

\$13,627.50

INFORMATION CENTER

Salaries	\$23,950.00
Benefits	1,780.00
Printing	1,250.00
Communications	300.00
Travel	700.00
Contract Services	5,100.00
Special Fees	<u>50.00</u>

\$33,130.00

TOTAL

\$134,500.00